

DOCUMENT RESUME

ED 266 200

UD 024 684

AUTHOR Bossone, Richard M., Ed.; Polishook, Irwin H., Ed.
TITLE School-to-Work Transition: Proceedings of the Conference of the University/Urban Schools National Task Force (7th, Washington, D.C., November 1-2, 1985).
INSTITUTION City Univ. of New York, N.Y. Graduate School and Univ. Center.
PUB DATE 86
NOTE 130p.
AVAILABLE FROM Dr. Richard Bossone, Graduate School of CUNY, 33 West 42 Street, New York, NY 10036 (\$5.00).
PUB TYPE Collected Works - Conference Proceedings (021) -- Reports - General (140)
EDRS PRICE MF01/PC06 Plus Postage.
DESCRIPTORS Basic Skills; Career Education; *Dropouts; Educational Improvement; *Education Work Relationship; High Schools; *School Business Relationship; *School Role; Urban Schools; Vocational Education; Work Attitudes; *Youth Employment
IDENTIFIERS *Corporate Support; Maryland (Baltimore); *School to Work Transition

ABSTRACT

The eleven papers presented at a 1985 conference on school-to-work transition are collected in this volume. The papers focus on school-business partnerships, school programs, and community projects. Their titles (and authors) are: (1) "Investing in Our Children: Business and the Public Schools" (Sol Hurwitz); (2) "From School to Work: Transition or Chasm?" (Gordon Berlin); (3) "Corporate Role in Public Education" (Peter Goldberg); (4) "World of Work: Youth Orientation" (James N. Heston); (5) "Bridges and Partnerships: School-to-Work Transition" (William J. Cirone); (6) "Public/Private Collaboration in School-to-Work Programs" (Peggy Dulany); (7) "School-to-Work Transition: A Solution to the Dropout Problem" (Nathan Quinones and Victor Herbert); (8) "Preparation for Police Work: An Academic Model" (Mary DePiano Rothlein); (9) "School-to-Work Transition: The Hidden Agenda" (R. C. Smith); (10) "School-to-Work: Lessons Learned in Baltimore" (Marion W. Pines); (11) "School-to-Work Programs: Response and Non-Response" (Frank J. Slobig). Opening remarks, by William J. Bennett, and closing remarks, by Edward J. Meade, Jr., are also included. A preface to this collection observes that virtually all of the papers express concern for the effectiveness of school-to-work programs and stress the relevance of basic skills and the inculcation of qualities vital to productive employment. (KH)

 * Reproductions supplied by EDRS are the best that can be made *
 * from the original document. *

U.S. DEPARTMENT OF EDUCATION
NATIONAL INSTITUTE OF EDUCATION
EDUCATIONAL RESOURCES INFORMATION
CENTER (ERIC)

✓ This document has been reproduced as
received from the person or organization
originating it.

☐ Minor changes have been made to improve
reproduction quality.

• Points of view or opinions stated in this docu-
ment do not necessarily represent official NIE
position or policy.

"PERMISSION TO REPRODUCE THIS
MATERIAL HAS BEEN GRANTED BY

Richard M. Bossone

CUNY Graduate School &
Univ. Center.

TO THE EDUCATIONAL RESOURCES
INFORMATION CENTER (ERIC)."

ED266200

PROCEEDINGS:

The Seventh Conference of the
University / Urban Schools National Task Force

School-to-Work Transition

Microfilmed From
Best Available Copy

Edited by Richard M. Bossone
and Irwin H. Polshook

The Graduate School and University Center
of The City University of New York

UD624 G84

PROCEEDINGS:

The Seventh Conference of the
University / Urban Schools National Task Force

School-to-Work Transition

November 1 & 2, 1985
Washington, D.C.

Edited by Richard M. Bossone
and Irwin H. Polishook

The Graduate School and University Center
of The City University of New York

1986

In memory of

AMELIA ASHE

outstanding member
of this Task Force
and the New York City
Board of Education

PREFACE

Entering the world of work is the commitment of a lifetime. One of the misfortunes of modern society is the failure of an increasing number of people to understand the necessity of preparation for this commitment. In terms of time, the duration of most education and career training programs is barely adequate to match the expectations of prospective employers. For many disadvantaged urban youth, education and training seem to have no immediate utility and are generally disregarded. The lasting discontentment of those without the capacity for most employment opportunities is the realization of wasted schooling and personal improvement while they were young.

"School-to-Work Transition," the recurring theme of this conference, involves the core of the educational reform agenda. In his opening remarks William J. Bennett, the Secretary of Education, observed that the burden of preparing people for a life of work is an assignment that reaches beyond "narrow vocationalism." Paraphrasing the philosopher Michael Novak's comment that each parent is the "original Department of Health, Education, and Welfare," Secretary Bennett emphasized the importance of behavioral traits and individual values which predispose people to personal and professional success. Representative William D. Ford of Michigan, Chairman of the House Subcommittee on Post-Secondary Education, spoke informally at this conference of the need to fund education programs more amply if we are ever to stop the growing tendency to unemployment among many of our urban youth, especially minorities. "Either future generations will be

educated or not," he remarked, "and that is up to us today, not to them." Although Mr. Ford did not complete a paper for these Proceedings, his principal argument articulated a common concern that decisions relating to the schools should be insulated from the financial retrenchment that must accompany the elimination of massive federal budget deficits.

Other than the opening remarks and valuable interchanges with Secretary Bennett and Representative Ford, the remainder of the conference was focused on discussions of papers included in this publication. In every instance, there was concern regarding the effectiveness many school-to-work projects illustrated in these diverse presentations, either from the perspective of public-private collaborations centering on schools or intervention programs with a community base that go beyond formal educational institutions. Virtually every paper stressed the relevance of basic skills taught in schools and the lasting importance of the "invisible curriculum" vital to productive employment: the inculcation of honesty, discipline, perseverance, teamwork, and a sense of self-esteem. Apart from the obvious need for money to support ideas and projects described by conference participants, there was a consensus endorsing an active relationship between the private sector and more traditional school and community based programs that reward young people with enlarged opportunities for work, particularly for school dropouts. Those strategies which may result in the enhanced employability of a troubled segment of our population were reviewed with the larger objective of strengthening the very foundation of our political democracy.

What is evident in reading these papers is the fact that an effective

school-to-work transition is not fully embraced by even the most successful schools and targeted employment programs. The problem of ameliorating the dismal prospects of school dropouts and educational failures is beyond the mediating influence of a school and local community as social and economic institutions. No single plan can overcome the barriers too many individuals confront when they enter the workplace. But an expanded school-to-work agenda that includes instruction in basic skills, employment experience, cultivation of individual values, and renewal of personal self-worth are critical elements in reversing the devastation of unemployability. Progress in promoting a productive school-to-work transition can only be made by understanding those existing projects that have been in place in all parts of the nation during the past decade.

R.M.B.
I.H.P.

TABLE OF CONTENTS

	Page
PREFACE	ii
PARTICIPANTS	vii
OPENING REMARKS	
William J. Bennett	1
 PART I SCHOOL/BUSINESS PARTNERSHIPS	
Investing in Our Children: Business and the Public Schools	
Sol Hurwitz	7
From School to Work: Transition or Chasm?	
Gordon Berlin	18
Corporate Role in Public Education	
Peter Goldberg	35
World of Work: Youth Orientation	
James N. Heston	44
Bridges and Partnerships: School-to-Work Transition	
William J. Cirone	51
Public/Private Collaboration in School-to-Work Programs	
Peggy Dulany	58
 PART II SCHOOL PROGRAMS	
School-to-Work Transition: A Solution to the Dropout Problem	
Nathan Quinones	
Victor Herbert	68
Preparation for Police Work: An Academic Model	
Mary DePiano Rothlein	77
School-to-Work Transition: The Hidden Agenda	
R. C. Smith	85

Contents

Page

PART III COMMUNITY PROJECTS

School to Work: Lessons Learned in Baltimore
Marion W. Pines 91

School-to-Work Programs: Response and Non-Response
Frank J. Slobig 99

CLOSING REMARKS

Edward J. Meade, Jr. 108

UNIVERSITY/URBAN SCHOOLS NATIONAL TASK FORCE

CONFERENCE PARTICIPANTS

Chairman

Dr. Richard M. Bossone
University Dean for Instructional Research
Graduate School and University Center
City University of New York

Participants

Dr. Rita C. Altman
Associate Superintendent
School District of Philadelphia

Dr. Fred Bedelle, Jr.
Superintendent
Knoxville City School System

The Honorable William J. Bennett
Secretary of Education

Mr. Gordon L. Berlin
Program Officer
Ford Foundation

Dr. J. David Bowick
Superintendent
Oakland Unified School District

Dr. Manford Byrd, Jr.
General Superintendent
Chicago Public Schools

Dr. Carol B. Choye
Associate Superintendent
San Francisco Unified School District

Mr. William J. Cirone
County Superintendent of Schools
Santa Barbara County

Dr. Peggy Dulany
Senior Vice President
New York City Partnership, Inc.

Professor George W. Ferns
College of Education
Michigan State University

The Honorable William D. Ford
Member, United States House of Representatives

Mr. Otto M. Fridia
Deputy Superintendent
Dallas Independent School District

Mr. Miguel A. Garcia, Jr.
Program Analyst
American Can Company Foundation

Mr. Peter Goldberg
Vice President
Policy Planning/Public Responsibility
American Can Company

Mr. Leon M. Goldstein
President
Kingsborough Community College
City University of New York

Dr. Cynthia L. Goodman
Educational Consultant
Los Gatos, California

Dr. Thomas L. Goodman
Superintendent
Santa Clara County Office of Education

Dr. Richard R. Green
Superintendent
Minneapolis Public Schools

Mr. George H. Hanford
President
The College Board

Dr. Victor Herbert
Superintendent for Dropout Prevention Programs
New York City Public Schools

Mr. James N. Heston
Assistant Vice President
Metropolitan Life Insurance Company

Mr. Sol Hurwitz
Senior Vice President
Committee for Economic Development

Dr. Arthur Jefferson
General Superintendent
Detroit Public Schools

Ms. Phyllis Kaminer
Associate
Patrick Suppes

Dr. Frank J. Macchiarola
President and Chief Executive Officer
New York City Partnership, Inc.

Dr. Kent McGuire
Senior Policy Analyst
Education Commission of the States

Dr. Edward J. Meade, Jr.
Chief Program Officer
Ford Foundation

Mr. Robert Nielsen
Assistant to the President for Higher Education
American Federation of Teachers

Ms. Marion W. Pines
Commissioner, Baltimore
Neighborhood Progress Administration

Dr. Irwin H. Polishook
President
Professional Staff Congress
City University of New York

Mrs. Etta Proshansky
Director, Staff Development Center
District 4
New York City Public Schools

Dr. Harold M. Proshansky
President
Graduate School and University Center
City University of New York

Mr. Nathan Quinones
Chancellor
New York City Public Schools

Ms. Mary DePiano Rothlein
Associate Provost
John Jay College of Criminal Justice
City University of New York

Mr. Frank Slobig
Director
Roosevelt Centennial Youth Project

Mr. R. C. Smith
Senior Associate
MCD, Inc.

Mrs. Eleanor S. Turner
Research Assistant, Graduate School
City University of New York

Dr. Max Weiner
Dean, Graduate School of Education
Fordham University

OPENING REMARKS

William J. Bennett
Secretary of Education

The general subject of this conference invites consideration of the relationship between schooling and higher education and the more particular topic of the educational qualities needed for a successful graduation into the world of work. The matter of school and university collaboration is of immediate interest because the university has an important impact on the school curriculum and standards. Preparing students for their future careers always requires a necessary caution to prevent education from becoming merely a form of vocational training. In fact, the best examples of the transition from school to work afford ample evidence of the vitality of liberal arts instruction. Above all, there is special usefulness in the continuing examination by urban school superintendents and university officials of their responsibility for their students' capacity to function credibly in business, industry, and the professions.

The subject of collaboration between schools and universities can be easily reviewed. I want to encourage the current thrust of the urban superintendents gathered at this conference, who recognize the interrelationship with every other segment of the educational hierarchy. At the National Endowment for the Humanities, we did a lot of work to promote these collaborative ventures. The most difficult problem we faced in some of these partnerships was convincing university faculty and administrators of their validity, especially in face of complaints about the quality of students graduating from the schools and their failure to meet the standards

implicit in college admission. Many university personnel were unable to understand that they could or should do anything about these educational problems, whether directly or indirectly. Too few academics were able to appreciate the intimate link between the life of the schools and their overall expectations.

Most university educators also fail to accept a leadership role because they assume the hierarchy of learning delimits their responsibility for the lower schools. This is a fallacy. Education is a continuum whose true premise should be the continuation of educational opportunity from grade school to graduate degree. I frequently remind academics of the importance of the lower grades. People who teach first, second, or third grades are instructors as much as those who teach graduate students, and they have an effect on the educational progress of a child that lasts forever. We must eliminate obstacles to collaboration that stem from the hierarchy of education.

Similarly, we have found resistance within the schools to partnerships with universities. Sometimes school personnel respond too strongly to what they conceive is a patronizing relationship on the part of university people. No professional accepts readily a sharing of competency with outside experts, particularly academics who come into the schools to assist classroom teachers. Both teachers and professors have mutual responsibilities for the education of our citizens.

The quality of the entire spectrum of education is ultimately reflected in the success or failure of those who are enrolled. We can learn about the school-to-work transition by focusing attention on what happens to people when they enter the workplace. An outstanding analysis is the recent report

of the Committee for Economic Development (CED), Investing in Our Children. Most of you have some familiarity with this document, even if only from the press. What is worth remembering are several salient points that derive from the real experience of business executives with graduates and dropouts from our schools.

Consider the following points of reference from the perspective of an employer: 1) business leaders and companies are not interested in narrow vocationalism; it is important to applaud their emphasis on the broadest possible educational preparation; 2) the report advises schools to stress literacy, mathematical skills, and problem solving; and 3) employers recognize the relevance to the workplace of underlying traits of character, such as self-discipline, self-reliance, team work, acceptance of responsibility, and respect for others. Public education's most important general task, the CED report concludes, is to assure that all school children are grounded in basic skills, disciplined behavioral patterns, and positive work habits.

No one need suggest that this report is informed by novel discoveries. What the CED report contains is a degree of consensus about educational expectations that provides the basis for a larger educational agenda. It reiterates the recommendations last year of Patricia Graham that the major functions of the schools should be to nurture and enhance the character of American youth. These conclusions are little different from the reaction of people indicated in virtually every major poll dealing with education.

Many of you are familiar with the publications of Professor Amitai Etzioni. He has written extensively about the critical role of self-discipline in schooling and its functional importance in the world of work.

Etzioni argues that the greatest inadequacy of educational process is the incapacity of people to mobilize themselves to complete their assigned or assumed tasks, in learning or in work. He makes clear this is a question of character or values, which are not just an add-on to the curriculum or educational sequence. Education must give our citizens learning skills, academic content, and values. This should be an essential ingredient in all of education, and to disenfranchise the young from the kinds of values we believe are necessary for success in life is arguably to deny them the possibilities inherent in education itself. It is not just that one teaches about values as an external subject, as if they were objects and commodities. Values cannot be found in the Sears Catalogue. There is little doubt that underlying attitudes and work habits are inculcated through the values we promulgate in schools and elsewhere.

How do we respond to this challenge? There are obviously lots of ways and lots of answers. Last week I was in Orange County, California, speaking to a Vietnamese audience about education and the Indochinese. Everyone is familiar with the educational accomplishments of the Indochinese in the United States. My focus in that speech was on the second wave of immigrants to this country, the boat people, who came into the United States with little money or knowledge of English, and few marketable skills. Yet this particular immigrant population has become eminently successful in America.

The achievement of the boat people reveals a great deal about how education itself succeeds. One research study conducted at the University of Michigan surveyed about 1,400 households of Vietnamese boat people and it showed that children of these families scored consistently higher than the rest of the population on national standardized tests; for example,

20 percent of the refugee children were among the 90 percentile in math, three times better than the national average. The Vietnamese cohort also outscored their school age counterparts as a general group in all phases of testing. Moreover, their dropout rate in school was extremely small. When sociologists analyzed these results, they concluded educational success stemmed from parental values, especially those attitudes that affect learning with which the children come to school. We know Vietnamese children give the highest priorities to the accumulation of knowledge rather than fun and pleasure. The acquisition of material goods is on the lowest end of their value scale.

Where do the Vietnamese acquire such values? Are they Confucian, Oriental, or are they universal attitudes toward life that we can learn to imitate? It seems to me that if one looks closely at the convictions of Vietnamese parents and the instilled behavior learned at home, we can discover those historical personal traits represented in the United States by cultural figures as diverse as Benjamin Franklin and Frederick Douglass.

We can learn from the experience of success and adapt what we know to promote an effective school-to-work transition for American youth. We do not have to reinvent Aristotle to insure that the values we want to nurture can be developed through habit, precept and, most powerfully of all, by cultural models drawn from our national life. My department is giving a priority to planning and encouragement for local authorities to implement in educational and other programs what we know is effective. The simple truth is that if the business of values is fundamental, it is also everyone's business. My classroom visits should contribute to reinforce those

attitudes which have been the central responsibility of other mediating entities: family, church, neighborhood, and community. Our greatest task is the proper motivation of the young by those who can teach values by example.

INVESTING IN OUR CHILDREN: BUSINESS AND THE PUBLIC SCHOOLS

Sol Hurwitz
Senior Vice President
Committee for Economic Development

INTRODUCTION

This year alone, more than 700,000 young people will drop out without completing high school. Thousands more will "graduate" without being able to fill out a job application or read an instruction manual. Too many children go from kindergarten through high school never learning to speak or write English correctly; and many leave school without having been taught in a disciplined environment, without having learned to take responsibility, and without having learned to work cooperatively. This is not only an economic tragedy; it is a human tragedy of dire dimensions. Our nation cannot and must not continue to bear the cost of educational failure.

America's public schools are remarkably diverse; and when they are successful, they can be a priceless national resource. There are many excellent schools in this country in which young people are being ably prepared for the future. In these classrooms, dedicated and highly qualified teachers--most of them working long hours for salaries far below what they would earn in private sector jobs--are delivering quality education. Research has shown what makes these schools effective. The national challenge is to make a systematic commitment to improving those schools that do not measure up. By applying what we have learned in every classroom, in every school, and by making innovative and efficient use of society's resources, every child can have the chance to learn, to grow, and to realize his or her full potential.

THE CED REPORT

Three years ago, the Committee for Economic Development (CED), a national organization of business and education leaders, began its study of the importance of the public school system to national productivity and how business can best take part in helping to improve the quality of our public schools. This effort was led by CED trustee Owen B. Butler, chairman of The Procter & Gamble Company.

The resulting CED report, Investing in Our Children: Business and the Public Schools, released in early September 1985 contains a sharply focused strategy for improving education. This strategy calls for change where learning takes place--in the individual school, in the classroom, and in the interaction between teacher and student. It concentrates on four issues that can benefit from the special perspective and expertise that business has to offer.

Education and Employability

Through a national survey of large and small employers, CED identified the academic skills, behavioral traits, and attitudes that students need in order to succeed in employment and higher education. The report recognizes that employability should not be the only goal of education. The schools should prepare young people to be informed citizens and responsible adults and should help all students to reach their full potential, regardless of the paths they pursue in later life.

Education as an Investment--Not an Expense

A thorough analysis of the economics of education inevitably led CED to the conclusion that the nation must invest its education dollars where the payoff for students and society will be the greatest. This means investing

more in elementary and junior high schools and, especially, providing more and better preschool education for disadvantaged youngsters.

Improving the Teaching Profession

A special CED Task Force on the Teaching Profession examined three crucial questions: How can we attract the best people to teaching? How can teaching be made into a more professional and rewarding career? And what can be done to encourage effective teachers to stay in the profession? CED calls for sweeping changes in the way teachers are trained, recruited, managed, motivated, and compensated.

Business/Education Cooperation

CED developed a set of principles to guide effective business involvement in public education, and identifies many different kinds of programs that have been successful on local, state, and national levels.

The perspective of the CED report is significantly different from that of most of the studies that have come before it. The knowledge of modern management techniques, brought to the study by the many national business leaders who served on the panel, led to a compelling conclusion: effective education reform must take place from the bottom up, starting in the classroom and the school building.

Wise business practice tells us that maximum control and decision-making power should be given to school principals, teachers, and local boards of education. States, however, have a responsibility to ensure that schools deliver quality education to all their students, and they should set standards and provide the necessary guidance and support to local schools. Where schools cannot perform competently, states should have the authority to shut down and reorganize the school and to provide the supervision

necessary to bring that institution up to par.

EMPLOYABILITY

To understand how schools can better prepare their students, CED conducted a survey to determine what constitutes employability and how well the schools were preparing their students for the realities of the marketplace. The survey, which was sent to a broad range of large and small businesses and institutions of higher education, clearly revealed that business is not looking for young people with narrow vocational skills.

On the contrary, business has two major requirements for entry-level positions. First, business needs people who have a solid grounding in basic academic skills. Chief among these is a fluent command of the English language. This does not mean that business considers mathematics or science to be unimportant. In fact, these disciplines provide ideal vehicles for teaching the problem-solving skills that employers consider to be crucial to advancement on the job. Second, business considers positive attitudes towards work and responsible behavior to be as important for success on the job as basic academic skills.

The business people who responded to the survey are finding it hard to get employees with these qualities. They believe that the schools were failing to prepare students adequately with either the necessary behavioral or academic skills required for successful employment.

THE INVISIBLE CURRICULUM

Our schools really have two curricula through which children learn. One is the academic curriculum we are all familiar with that teaches reading

and writing, science, math, and history. The second, and equally important, is the one the CED report calls the "invisible curriculum."

The "invisible curriculum" is made up of all the messages we send to children about what we, as adults, do or do not expect of them. Unfortunately, too many of our schools teach their students that responsible behavior is not important, that we do not have to respect one another or our surroundings, that lateness and absenteeism are acceptable, and that assignments do not have to be completed on time to receive a passing grade. Under these circumstances, do we, as employers, have a right to expect high school graduates to value punctuality or timeliness or to know that a failure to observe them on the job will have adverse consequences?

Schools should demand higher standards of behavior from their students, and they should institute policies and practices that encourage students to develop such positive traits as self-discipline, reliability, and perseverance. Improving this "invisible curriculum" should be made equally important to upgrading the instruction of basic academic skills.

In contrast to some of the earlier education reform reports, which called for strict adherence to an academic curriculum, the CED panel concluded that many extracurricular activities have intrinsic value and are essential elements of a well-rounded educational experience. For example, participation in athletics, music and drama, school newspapers, and student government provide unparalleled opportunities for young people to learn to be creative and disciplined, to exercise important responsibilities, and to develop an appreciation for both teamwork and competition. Extracurricular activities such as these often provide special incentives for students to perform better academically.

PARENTAL ROLE

Of course, it is neither fair nor logical to place the entire blame for poor work habits and attitudes at the schoolhouse door. Far more influential are the messages about behavior sent by families and society. Parents need to become more involved with their children's education, and business can provide parents with the support, encouragement, and information to help them do this.

AT-RISK STUDENTS

Although the CED report emphasizes the need to raise academic and behavioral standards for all children, it also recognizes that reform will be successful only if we make a strong effort to confront the special educational needs of the lowest achieving students, those whose family and economic background are not conducive to success in school and who are most likely to drop out before finishing high school.

Many children from low income, disadvantaged homes enter school so far behind their peers that, without preventive action, success for them is almost impossible. Research has shown that providing high quality preschool programs for disadvantaged preschoolers dramatically increases their educational and social performance throughout their lives. CED recommends that all disadvantaged preschoolers from the age of four should be provided with quality programs that involve their parents in the process of education.

Special attention should also be devoted to improving the educational performance of low achievers both in junior and senior high school. Junior high is usually where potential drop outs can be easily identified. Research

also shows that much of the progress that is made on the elementary level is lost when students enter junior high. We need to find out why so many junior high and middle schools are not effective and to begin to make important changes at that level.

For low-achieving students in senior high school, some of the best programs are those that combine school and work. Through these cooperative education programs, students learn about the real work world, earn needed money, and can relate their academic and practical experiences.

For those who have already dropped out, the Job Corps Program has been carefully evaluated and has been shown to be a cost-effective means of improving future job prospects. The cost of this residential academic and vocational program is high on a per pupil basis, nearly \$15,000 per year, but the program is virtually cost free in the long run, considering the benefits of reduced criminal activities, reduced welfare payments, and higher tax contributions of the participants. Where there is a need for them, Job Corps programs should receive adequate funding from federal, state, or local sources.

VOCATIONAL EDUCATION

The CED report calls for a thorough overhaul of the vocational education system. This is particularly important to business because business is expected to hire those who graduate from these programs. Unfortunately, many programs that are called "vocational education" do not provide marketable skills and are too often used as a dumping ground for students who fail to measure up academically. For these young people, vocational education programs need to be disbanded and reshaped. Vocational

education needs a more focused effort to ensure that students are learning skills that relate to the real needs of the job market, and all vocational education students should be required to demonstrate mastery of basic academic skills.

IMPROVING THE TEACHER WORK FORCE

The success of our efforts to improve public education will depend on whether we can attract and keep able teachers in the classroom. Although many excellent teachers are now working in our nation's schools, we are no longer attracting the best and the brightest to the teaching profession. Right now students entering college programs leading to teaching careers are among the lowest scoring graduates of high schools. CED recommends a dramatic transformation in the role of the teacher and the management of schools in order to upgrade the quality and professionalism of the nation's teacher work force.

Teachers' salaries should reflect the realities of the market place. If we want better people, we will have to pay for them. Several states, including New Jersey and California, have taken crucial first steps by increasing starting salaries for beginning teachers by as much as 30 percent.

However, higher starting salaries alone are not enough. Career salary structures can offer an incentive to the best to stay in the profession. What is more, teachers need to feel a sense of dignity. They need improved working conditions and relief from burdensome house-keeping and policing chores. They need more professional decision-making responsibilities and greater involvement in curriculum development

and policy decisions at the school level. They need to have career paths that reflect their capacity for professional growth. The best teachers should not be forced to abandon the classroom for administration in order to reap greater financial rewards or professional fulfillment.

THE ROLE OF BUSINESS

Business has a major stake and a major role to play in improving our public schools. Although there is a long tradition of business involvement in the schools, this involvement has often been on a case-by-case basis rather than a systematic effort to make the most of business' resources. CED has developed a number of important recommendations for what business can do. They include:

- Working with local school districts to define goals and develop strategies for business involvement that meet the mutual needs of both parties.
- Taking part in local business-school partnership programs. The CED report identifies successful programs that can serve as models for communities just starting out in partnership efforts.
- Encouraging managers to serve on local school boards and providing flexibility in working hours to make this possible.
- Providing working parents, particularly hourly employees, with flexible work schedules so that they can participate adequately in their children's school activities.
- Offering qualified volunteer help to assist the local school administration with training in modern management and administrative methods.

- Helping to redesign vocational education programs to provide students with strong academic skills and real job-related skills.

None of these measures can be truly effective, however, unless the chief executive officer of the company makes a personal commitment to become involved in public education and ensures that this commitment permeates all levels of the company.

ADDITIONAL RESOURCES

Many of the reforms CED supports can be achieved through better allocation of existing resources. For example, we need to spend more on instruction and less on bureaucracy and administration. Many reforms can be achieved through greater creativity, innovation, productivity, and a strong commitment to improvement. But reforms such as increased teacher salaries, more preschool education, and additional research will need more money.

Business is a crucial ally and an indispensable advocate for the public schools. Business leaders should encourage and support initiatives to increase funding for public schools where it is needed.

CONCLUSIONS

As business and community leaders, we have an obligation to make the best possible public schools available to our nation's children and to help all students from all backgrounds prepare for the future. This will be essential if our economy and our free society are to prosper and grow. But because improving education will be a long-term process, it is critically important that we begin to act now, at the local level. Urgent efforts are needed to increase employability, develop education investment strategies

that have high payoffs, revitalize the teaching profession, and establish strong and enduring partnerships between business and public schools.

Business derives many benefits from quality public education, and it also has a great deal to contribute. A firm and enduring commitment to excellence in education by America's business community is a goal that is being welcomed by the schools and the public. As employers, taxpayers, and responsible community members, business can regard an investment in our children as the best investment this nation can make.

FROM SCHOOL TO WORK: TRANSITION OR CHASM?

Gordon Berlin
Program Officer
Ford Foundation

School-to-work transition signals a troubled period with personal, institutional, and societal implications. It includes: maturing from adolescence to adulthood, connecting school learning to job tasks, linking schools to training organizations, tying work to education, and preparing a new generation of skilled workers that will enable America to compete economically in the twenty-first century. These are perennial concerns that find their roots in personal development, institutional rigidities, and macro-socioeconomic forces. But although there is much to be learned from past efforts to smooth this transitional pathway, we should also be clear about changes that have occurred in the nature of the problem as it exists at the personal, institutional, and societal level. Secretary of Education, William Bennett, has recently pointed to a decrease or even the absence of personal self-discipline and motivation among certain segments of the population as important causes of their low levels of achievement and grade attainment. At the institutional level, the excellence movement, fueled by industry's concerns about the workforce has spawned school initiatives aimed at the gifted and talented.* But to be sure that the prescriptions do not lead us into a misdirected treatment of symptoms without recourse to causes, it is essential that we begin our discussion with an examination of the problem.

* As of January, 1985, 38 states had initiated programs for the gifted and talented but only 17 had begun programs for dropouts.

The Problem and Its Components

The nation's school-to-work transition problem has three components:

1) students with a solid high school education and work experience who will be able to rely on friends and relatives to help them negotiate the normal transition difficulties they will encounter during the three to five years after leaving high school; 2) a middle group of students from low and moderate income families who are likely to graduate from high school but with barely adequate basic skills and only limited work experience. Without good connections and a strong high school background, these youths will have difficulty making a solid connection with the work world; and 3) a bottom group composed of youths with inadequate basic skills, frequently without a high school diploma and almost no work experience. Approximately 60 percent of all youths fall into group one, 25 percent fall into group two, and 15 percent fall into group three.

The frictional unemployment that occurs as young people from group one, and to a lesser extent group two, experience a variety of jobs in their early working years accounts for about 30 percent of total youth employment. But the remaining 70 percent of youth unemployment is highly concentrated among a relatively small group of young people who are unemployed for more than 15 weeks at a time. Robert Lerman estimates that only 9 percent of all youths account for more than three-fifths of all weeks of youth unemployment. Many of these young people will never hold a job. In August, 1985, 893,000 16- to 20-year-olds had never worked, according to the Bureau of Labor Statistics' (BLS) monthly employment survey. Many more youths were able to find work only occasionally. Without teenage work experience, these young people will experience chronic structural unemployment in their adult years. In fact, the youth unemployment of the 1970s is fast becoming an adult unemployment

problem in the 1980s. Between 1955 and 1985, the share of Black men aged 25 to 34 who could not find jobs rose from 15 percent to nearly 25 percent.

Low Growth and Demography

The magnitude of the school-to-work transition problem reached a new peak in the mid to late 1970s, because there were not enough jobs for new entry workers. Like the Depression era, the 1973-1983 period was marked by a stagnant economy in which real wages actually declined and productivity slowed dramatically from its historical average of 3 percent growth per year to less than 0.8 percent per year. Without economic growth in a period when adults were having tremendous difficulty advancing their careers, new entry workers could also expect to have more than the usual difficulty making the school-to-work transition.

School-to-work transition in the 1970s was also complicated by the enormous size of the baby-boom cohort. Prior to 1960, the cohort of young adults preparing to enter the labor market never exceeded more than about 17 million people. By 1980, more than 30 million 16- to 24-year-olds were attempting to make the transition. Suddenly, the economy had to generate many more new jobs than it had ever generated before. Total employment increased dramatically and the number of jobs held by young people doubled during this period. But the growth in demand for new workers could not keep up with the supply.

Not surprisingly, although the gap between youth and adult unemployment rates were about two times the adult rate for the 30 years before 1970, the gap increased to more than three times during the 1970s and 1980s. For example, in September, 1985, the adult male (age 25 and over) unemployment

rate was 5.6 percent, while the youth unemployment rate for 16- to 19-year-olds was 17.8 percent, slightly exceeding the three-times standard. The disturbing pattern in these numbers is not the absolute size of the difference, but the relative worsening position of youths compared to adults and of Black youths compared to white. Black youth unemployment continues to hover around 40 percent, with Hispanic youth employment approaching 25 percent. Moreover, these unemployment rates tell only part of the story because many young people have given up searching for work and thus are not counted as unemployed. Although approximately one of every two white youths worked during the past year, fewer than one of every four minority youths worked.

Many people believed that the aging of the baby-boom group into young adulthood, which would be completed by 1985, might resolve much of the youth employment and school-to-work transition problems of the 1970s. In fact, the size of the youth population age 16 to 19 has decreased by 2,239,000, or 13.4 percent between 1978 and September, 1985. Yet by nearly every measure, the youth unemployment problem has gotten worse instead of getting better. Despite a remarkably strong economic recovery, overall unemployment for teenagers remains higher than it was in 1978, when the annual rate was 16.8 percent.

Today's Causes

Why has the nation's school-to-work transition problem continued to worsen now that one of its major causes, the baby boom, has passed? There are three primary explanations. First, the composition of the youth cohort is changing. A higher proportion of the total youth population will be minority and economically disadvantaged youths who traditionally have had

more difficulty making the transition.

Second, the youth labor market is undergoing dramatic change. Of the 8.5 million new jobs created since this economic recovery began in November, 1982, fewer than 300,000 or 3.5 percent of those jobs went to teens. Yet in the late 1970s, teens were commanding 13 percent of all new jobs. In 1979, teens held 3.7 million full-time jobs, but in 1984 they held only 2.4 million full-time jobs, a 35 percent loss. Most of this loss occurred in the manufacturing, construction, transportation, mining, finance, public administration, and other career jobs with traditional internal career ladders. Today, more than 90 percent of all new jobs held by teens are limited to two sectors of the economy: retail trade and services. A concurrent elimination of publicly-funded jobs further exacerbated the loss of private sector jobs. In 1979, 40 percent of all Black youths who worked at all and 25 percent of all Hispanic youths who worked, were employed in a public job. Most of these opportunities were eliminated when the Youth Employment Demonstration Projects Act (YEDPA) of 1978 expired in 1980.

Third, job deficits are compounded by significant educational deficits. Youth employment and inadequate educational achievement are interdependent. The military establishment, as well as employer groups, have been sounding the alarm. The Center for Public Resources, the National Academy of Sciences, Engineering and Institute of Medicine Panel of Employers, the Committee for Economic Development, and others have concluded that a high quality secondary education and knowledge of appropriate workplace behavior are the absolute minimum requirements for successful participation in the civilian and military labor markets of the next decade. Today, one of every eight high school graduates is recruited into the military; by 1995, the military

will claim one of every three high school graduates.

Although many have questioned this contention by pointing to the Bureau of Labor Statistics' (BLS) 1995 projections indicating that the majority of new jobs will be in secretarial and other moderate-wage jobs, employers have been practicing what they preach. According to a comparison of employment and earnings between high school graduates and dropouts prepared by Andrew Sum, the value of a high school diploma has increased dramatically over the past two decades. For example, from 1966 to 1969, high school graduates who did not go on to college were 30 percent more likely to be employed than a high school dropout. By 1980, this gap had doubled to 61 percent. Moreover, for men, each additional year of schooling added 4.5 to 6 percent in hourly wages and about six extra weeks of employment per year.

Yet even with this rise in the importance of a high school diploma, school dropout rates exceed 50 percent in many inner-city schools and the Department of Education estimates that 750,000 to one million young people leave school without a diploma, many without satisfactory basic skills. According to results from the National Longitudinal Surveys of Young Adults which administered the Armed Services qualification test of basic skills to a national sample of 18- to 23-year-olds, the median reading level for the nation was 9.6, for Blacks it was 6.8 and for Hispanics 7.2. Although the recently released report of the National Assessment for Educational Progress (NAEP), The Reading Report Card, indicates that a substantial narrowing of the gap in achievement between majority and minority students has occurred since the Title I investments in remedial instruction began in the 1970s, substantial differences still remain. The average Black

17-year-old reads and comprehends at about the same level as a white 13-year-old.

Basic Skills Are Key

How well you do in school and what you learn are powerful indicators of one's likely success in completing the school-to-work transition, without regard to family background. When they were first interviewed in 1979 as part of the National Longitudinal Surveys, young adults 14 to 17 years old were also given the Armed Forces Qualification Test (AFQT) of basic skills. When these same youths were interviewed again in 1981, 25 percent of those who scored in the bottom fifth of this basic skills test were no longer enrolled in school. But only 3 percent of those who scored in the top fifth of the test had dropped out.

Young men and women who are doing poorly in school are more likely to drop out and they are more likely to become teenage parents, regardless of sex, race, ethnicity, or socioeconomic status. These differences in achievement are significant on two counts. First, achievement, what you have actually learned in school as reflected in grades and on tests, is a powerful indicator of who will stay in school and move on to the next grade. Scholars using the National Longitudinal Surveys, the High School and Beyond data and the Years in Transition Longitudinal data bases have calculated that between 40 and 50 percent of those who fail a grade at some point during their school years will drop out, as compared to only 10 percent of those who have not failed a grade. Second, achievement (school grades completed) determines future employment and earnings.

Falling Behind or Catching Up

These findings reinforce previous research on the underlying causes of

school dropout which suggest that dropping out is a symptom of previous school failure not a cause. For many youths, school problems and being behind start almost from the first day. The education level of one's parents (especially the mother) and the amount of reading that occurs in the household are all important correlates of a child's predicted achievement in school. Some evidence suggests that these lower education levels of parents get transferred to children through oral language skills and knowledge. The three major schools of reading instruction agree that a child's oral language knowledge base when the individual arrives in the first grade is an important determinant of the ability to learn to read and write. These young people begin behind, and by the completion of the first grade, they represent approximately half of the class. Learning is sequential: what you know in the beginning of the second grade is the best indication of how you will do at the end of that year. The same factors accurately predict academic achievement in future school years.

Head Start's positive effect on higher school achievement, school completion, college attendance and employment, and lower rates of teenage pregnancy, school dropout, special education, and criminal involvement suggests that these early difficulties can be moderately reduced. The NAEP results referred to earlier, which show dramatic and persistent gains for disadvantaged youths during the 1970s as they move from ages 9 to 13 and then to 17, provide powerful evidence that learning gains achieved by Title I and Follow Through can accumulate and last.

Unfortunately, the junior high or middle school years are the forgotten years. For the most part, the nation's remedial catch-up efforts end during these years. But the minimum competencies most employers demand require

mastery of the skills first presented in these years. It is a period that deserves greater attention, especially if we hope to reduce school dropout rates.

The summer may also play a particularly important factor in the differential learning of advantaged and disadvantaged children. In an effort to isolate the effect of schooling on achievement, some three thousand Atlanta school children were tested in 1978, with the Metropolitan Achievement Test (MAT) at the end of the school year and beginning the next school year. The results suggested that the summer had a negative effect on year-to-year learning among disadvantaged children. In fact, researchers estimated that 80 percent of the difference in learning that occurred between advantaged and disadvantaged children each year occurred during the summer. At the end of the summer, advantaged children were scoring higher on the MAT. Summer gains were not as high as those achieved during the school year, but whatever the explanation, visiting more museums or reading more in the home, advantaged youths did better. Disadvantaged children, however, scored lower on the test at the end of the summer than they did at the beginning of the summer.

At the high school level, effective programs combine work experience, skills training, and education in an integrated and quid pro quo fashion. The National Institute of Education's Experience Based Career Education schools, the Federation for Employment Guidance Service's Operation Success program in New York City, and the Philadelphia Academies now operating in three additional cities combined these services and produced gains in education, employment, and earnings. Targeted at disadvantaged youths, these programs use jobs and skills training as a lure to reinterest students

in academic instruction. Because participating students have such varied academic abilities and prior levels of knowledge which make it difficult to instruct in groups, academic instruction is often individualized, self-paced, and competency-based.

Employment and Placement

The intervention strategies discussed thus far focus on the remediation needs of that bottom group of young people who constitute the bulk of the problem and face the most difficult obstacles to transition. But once we move these youths up a notch into that middle group of high school students likely to graduate, but who will still encounter hurdles on the way to the labor market, additional attention is necessary. Ironically, although academics and policymakers debate the merits of vocational versus academic schooling, the group that consistently has the least adequate basic skills, and the most trouble finding work, are general education students participating in neither the academic nor vocational track. They have had little contact with a job counselor and have received little in the way of world-of-work or job search training. Many have had difficulty finding work during the summer and after school. Moreover, they are often shunned by cooperative education programs. Two large-scale experimental efforts undertaken with YEDPA funds, the Youth Incentive Entitlement Pilot Project (YIEPP) and Jobs for America's Graduates (JAG), have demonstrated the efficacy of work experience, world-of-work instruction, and job placement assistance for these students.

YIEPP tested the notion that work experience offered part time during the school year and full time during the summer, and conditional on either a return to school or staying in school, would increase minority and

disadvantaged youths' employment rates, school completion rates, and future employment and earnings. YIEPP operated in 17 cities and served some 76,000 economically disadvantaged youthful participants. The project included work slots in both public agencies and private sector businesses. The results of this school-conditioned work program were impressive. When demonstration cities were compared with matched comparison cities, YIEPP was found to have raised the share of employed youths by more than one half. As a result, disadvantaged youths in these 17 cities were able to work at rates approaching those of advantaged youths. Instead of one of every four youths being employed, almost one of every two were working. They were also likely to earn more and work more after school graduation. Following the program, a participating youth earned about \$10.50 more per week than a comparable youth, or \$747 more each year. YIEPP did not have an appreciable impact, however, on dropout rates. The benefits of the Entitlement program accrued almost entirely to those youths who would have stayed in school anyway, but who now had the same opportunity that more advantaged youths have to mix work and education.

JAG is a formal school-to-work transition program that is currently operating in eight states where it is serving over 8,000 youths annually in over 20 communities and in more than 180 high schools. Under the general direction of the national JAG board and their own local boards comprised of business leaders and educators, each program provides career counseling, knowledge about the world of work, and direct job placement services after graduation. The program targets general education high school seniors who do not anticipate enrolling full time in post-secondary education or training, whose academic performance has been average or below

average, and whose employment experience is limited. All participants satisfactorily complete 33 employment competencies in career planning, decision making, job search, job holding, job survival, and basic academic skills. Some schools award credit for these classes. Students also join a motivational student "Career Association" which provides further learning through a series of competitive activities that test student knowledge in real world situations. These competitions are judged by local employers.

As the end of the school year approaches, JAG Job Specialists begin intensive job development and placement efforts which last throughout the summer and into the following school year. Participants who leave their first jobs are followed up and placed again by the specialists. JAG makes a difference. Since the program's inception, post-program employment, schooling and earnings experiences of former participants have been compared with those of a sample of graduating seniors from comparable high schools not offering a JAG program. The most recent follow-up evaluation has shown former participants to be employed at rates ranging from 28 percent to 66 percent above those of comparable group members six to eight months after graduation. Participants are estimated to have earned \$900 more per year on average than they would have if they had not participated in JAG. Although other school-to-work transition models exist, many of which are better integrated into the day-to-day school curricula, few of these programs have been evaluated as rigorously as JAG, and fewer still operate on the scale of JAG.

Conclusions

Efforts to address the school-to-work transition problem which do not target troubled youths, which focus on the period just before and just after

high school graduation, or which emphasize one service like placement to the exclusion of others miss the mark. Effective programs must utilize combinations of services provided at critical points throughout preschool to post-school years. It is the small, positive and sustained increments of preschool education, Title I, and Follow Through in the elementary years followed by junior and senior high school interventions that will make the difference. Basic skills remain the prerequisite skills for overcoming school-to-work transition problems. But long term success also requires work experience and placement assistance.

If comprehensive strategies that link work and education are called for, then public/public collaborations between schools and local job training programs, state boards of education and state job training coordinating councils, and the federal Departments of Education and Labor will be needed. The Job Training Partnership Act (JTPA) provides a few new tools. It places new power in the hands of governors to set performance standards, offers incentive grants, establishes guidelines for measuring industry and academic competencies, and authorizes the allocation of educational coordination grants. At the local level, a public/private partnership is mandated by creating a Private Industry Council (PIC) comprised of local business leaders and other interested parties. The PIC sets program priorities in conjunction with locally elected officials who often administer the program. Forty percent of all funds must be spent on young people under the age of 22. Local JTPA agencies often contract with local schools to provide vocational, world-of-work and job search services. Every summer, JTPA administers a large summer jobs program for economically disadvantaged youths. The challenge is to use these new tools to shape new bargains between work and

education, instead of perpetuating the isolated, duplicative, and competing systems that currently exist.

As a first step in achieving these public/public collaboration objectives, four specific initiatives are recommended:

- 1) At both the state and local level, under the direction of the governor and the mayor respectively, a youth resources investment committee should be formed to undertake a comprehensive assessment of all youth education, training, and service institutions. The committee would review existing programs, staffing, services offered, client groups served, materials used, instructional approaches, assessment techniques, hours of operation, and sources of funds and effectiveness. It would produce a report identifying gaps in services, overlap, strengths in programming, and weaknesses. The governor or mayor can use the report to help rationalize existing services, establish common frameworks for assessment, and encourage certain institutions with comparative advantages to concentrate their work in certain areas. Without some effort at rationalization and coordination, no matter how timid, limited resources will not be spent wisely and significant numbers of young people will continue to fall into the chasm between school and work.

- 2) A basic skills component (summer school) should be tied to the Summer Youth Employment Program (SYEP) which operates in every city. Summer is a significant time in the differential learning that occurs each year between advantaged and

disadvantaged youths. Work experience alone will not make a significant difference if youths do not have adequate basic skills. On a national basis, SYEP is the nation's largest single youth employment program. All of its participants are disadvantaged, 80 percent are behind in school, 40 percent have failed a grade, and 50 percent will become teenage mothers or fathers. A public summer job is likely to be their only work opportunity. Especially for younger youths age 14 to 15, this approach could have a lasting impact on basic skills, graduation rate, and teenage pregnancy. This past summer "Public/Private Ventures of Philadelphia" oversaw a five city test of such a model. Schools and employment training staff worked cooperatively, summer learning decay was reduced, school and work were linked, and credit was given for summer achievement. A similar effort should be tested in every locality.

3) A formal school-to-work transition program should be instituted in every school district for all non-college-bound youths. These programs must include a formal assessment of academic skills, career interests, work history, and world-of-work knowledge. A job knowledge curriculum, vocational exploration visits, seminars, and other experiences would be provided in a formal effort to fill any gaps identified in each individual's assessment. At the end of the school year, a formal and intensive job

development effort would begin to help smooth the school-to-work transition. This effort should pay special attention to that middle group of high school seniors and must include some remediation.

4) Every school district should initiate a competency and dropout prevention crusade that refuses to let any student drop out or move through school without mastering minimum requirements. Schools, alternative schools for dropouts who can not be attracted back, and training institutions would be joined in a common effort. This initiative would attempt to stem the "tide of mediocrity" by focusing attention on the needs of the bottom 25 percent of students who hold down the averages. Special efforts like those undertaken by the Job Corps, Experience Based Career Education, the Philadelphia Academies, the New Bedford Private Industry Council using the Comprehensive Competencies Program, or other self-paced learning center approaches would be tried on a pilot basis for those who are facing the most difficulty. Financial, programmatic, teacher, facility and material connections with alternative schools and training agencies serving those who have already left school would be developed. To further reinforce and accelerate the basic skills acquisition process for those farthest behind each year, the bottom 5 percent of all schools in a district might be closed and their students dispersed to better schools.

These recommendations are offered as program options in an environment that has turned away from the needs of the most disadvantaged. The problems in our schools affect these youths. Their future will affect the nation more so than ever before. A targeted, consistent, persistent continuum of services is essential to any effort that would attack the causes rather than the symptoms of the school-to-work transition problem.

CORPORATE ROLE IN PUBLIC EDUCATION

Peter Goldberg, Vice President
Policy Planning/Public Responsibility
American Can Company

These remarks are organized around three areas: first, the dramatic increase in business support for the public schools; second, the limitations of these so-called public-private partnerships; and finally, information on some ongoing American Can Company Foundation projects.

The Development of Public-Private Partnerships

Many reasons can be cited to explain why the business community has become so actively involved in support of public elementary and secondary school education. One reason, of course, has to do with the spate of reports that have been issued over the past couple of years decrying the deterioration of public education. These reports have been given great visibility and their content has been reasonable. The message to the American public and the business community has been hard to ignore. A decline in the quality of public elementary and secondary school education would ultimately have a dramatic effect on the quality of executive talent in the business community. The reason that corporate America gives hundreds of millions of dollars annually to support our nation's colleges and universities is that these are the institutions where we seek our future business leaders. And these colleges and universities draw their students from public high schools.

In 1981, 68 percent of the entering Harvard freshman class came from public schools; so did 70 percent of the freshman class at Stanford;

68 percent at Columbia and 90 percent at MIT. Most of the business community would have to agree with former United States Commissioner of Education, Ernest Boyer's conclusion, "Public schools are still the training ground of brilliant students, and unless we extend their capacity and start supporting schools instead of kicking them, the nation is in trouble."

Aside from the self interest of the business community, there is another reason to explain business support for public schools that is grounded in personal feelings and emotions. Many American business leaders are themselves products of public schools, and they have a personal appreciation for their value. As action oriented individuals, their natural response is to do something when they see deterioration of an American institution they cherish.

Finally, corporate support for the public schools may be a reflection of a broader change in thinking about the role of the private sector in providing what we have commonly thought of as public sector responsibilities. It seems that at least part of the business community is coming to the realization that they cannot exist as isolated institutions walled off from communities in which they are located.

Thus, instead of defining relationships in terms of barriers and differences that keep them apart, these corporations and communities are seeking to define their relationships in terms of goals and values they share in common. Granted, it has taken a long time; but some public and private institutions are now coming to acknowledge that no community can prosper if its members, including corporations and the public schools, have no contact with each other or have no common ground on which to meet and to

work together.

Whatever the precise reason, after many years of ignoring the public schools, corporations are now helping in ways that have impact. The "Join-A-School" or "Adopt-A-School" programs have received the most public attention, but other types of programs abound as well. There are executive programs in which senior corporate executives who are on loan work in a specialized area, such as administration, staff development, or resource management. There are curriculum renewal programs in which corporate specialists work with educators to develop course curricula that reflect private sector technology, standards, and practices that students will encounter when they leave school. There are mentor programs in which teams of professionals conduct seminars for small groups of students interested in their particular field. These programs have been particularly popular with law firms.

There are programs in which business helps develop magnet schools to attract students in fields, such as science or communications; there are programs in which computers or other expensive equipment are donated or loaned to the schools; and there are programs in which business channels its support through intermediary organizations such as the Joint Councils on Economic Education or Young Audiences that offer specially tailored material to students. Finally, the business community is once again encouraging their employees to take an active interest in their local school system.

These efforts are important. They demonstrate that the business community and the schools have come together for the benefit of public education. They demonstrate that in community after community, business is working with the schools to provide assistance, opportunity, and support that schools and

their students otherwise might not receive. All of us should take great pride in what has been accomplished.

Limitations

With all of these models of public-private partnerships, what is wrong? Why not simply proclaim them a success and go on our way? It is not that simple. We are deceiving ourselves if we believe the kinds of corporate involvement previously described can dramatically improve the majority of our nation's public schools. It is relatively easy to cite examples, where, with considerable private sector involvement, we can turn around one school, perhaps a number of schools. But there are thousands of other schools and hundreds of thousands of children who are not being touched by these efforts and who will not be touched by these efforts. What about them?

Our schools are going to need more than what one corporation can provide. They will need more than what all corporations together can provide. In effect, we are now at the crossroads where we in the business community need to look beyond our own individual partnership programs.

We now need to focus on system-wide issues because vast and fundamental improvements must be made within our public schools. Such efforts ought to be focused on the political arena because that is where the major decisions are going to be made about the funds, priorities, and programs that will make or break our system of public education. In the long run, it may very well be that the eventual success of corporate-school partnerships will depend on the impact we have on the decisions pertaining to educational programs and policies that are made in Washington, state capitols, and city halls.

For the corporate community, this will mean organizing ourselves into

an active sustained support mechanism on behalf of public education. Eliminating the crisis of confidence and lack of public support for public education will mean building coalitions that seek major and permanent improvements in such areas as teacher training and certification, salaries, educational standards for students, and special programs for the disadvantaged. It will mean an active commitment to the principles that good public schools, good school buildings, good school libraries, and good school teachers will require more of our time, effort, and money.

Some corporate communities are already moving in this direction. The Boston Compact has been organized to stimulate system-wide improvements in Boston public schools. Corporations in Memphis, Tennessee organized a public relations campaign that helped produce an overwhelming vote in favor of a tax increase that provided additional money for that city's school system. The California Business Roundtable has worked assiduously to obtain more financial support for California public schools. These are all important examples of corporate communities that are involved in educational improvement efforts that reach beyond a single school. We will need more of them.

American Can Company Foundation Role

In late 1983, the American Can Company Foundation launched its National Themes Program. The concept of the national themes approach was to focus our attention and investment on just a few significant subjects. Regarding these, we make a small number of large, project specific, high impact grants each year. Public elementary and secondary school education is one of our three national themes; the other subjects are hunger and nutrition, and economic transition.

Since the advent of our national theme program in public education we have made ten grants, totaling nearly \$750,000. The three grants described below are representative of the kinds of projects we are funding.

Institute for Educational Leadership

A recent 1985 grant to the Institute for Educational Leadership provides an examination of school boards in educational improvement efforts. On the basis of the many national and state reports on public education in the past few years, a number of reform initiatives are taking place with little or no attention being paid to a vital component of school governance, the local school board.

It is increasingly clear that there should be a greater public and community understanding of the school board and its role. This grant will address questions, such as : Do school boards retard or facilitate educational improvement efforts? Are they germane to the contemporary process? Should their roles and responsibilities be different? This study will not provide all the answers; however, it will be a catalyst to provoke additional thought and public discussion about the organizational and public policy issues pertaining to school boards.

Current circumstances warrant immediate attention to the role of school boards. The Institute for Educational Leadership's analysis of approaches to remediate deteriorating governance practices may provide an information resource for this rather neglected subject. Most important, this grant will include a series of regional meetings to provoke discussion among the various educational interest groups. A monograph will be published and disseminated by the Institute providing nine in-depth case studies of the role of school boards in educational policy making.

SUNY Purchase/Westchester School Partnership Program

Part of the State University of New York System, SUNY Purchase, is located in Westchester County. In late 1983, the American Can Company Foundation and the State of New York created the Westchester School Partnership Program at SUNY Purchase in order to establish the college as a central resource to eleven school systems so that it could provide in a coordinated fashion, certain programs and services that these districts are unable to afford separately. This project contains several partnerships. It is a partnership between a state government and a private corporation; a partnership between a state university and municipal school districts and; it is a partnership among eleven heterogeneous municipal school systems. Most important, this is a partnership of relationships through which projects will continuously be explored and developed in a systematic way.

Early results suggest that this partnership process is enormously successful in developing specific projects, obtaining financial support, and providing services to the participating school systems that were not previously available. The success of this effort should make it a model for replication throughout the State University of New York system as well as elsewhere.

Bedford County Educational Development Project

This demonstration program, more frequently called the Shelbyville project, is named after the town in Tennessee in which the program takes place. Shelbyville is a small community about 50 miles southwest of Nashville. It is the county seat for Bedford County, which has a school system with 300 teachers. Beginning in summer, 1984, the American Can Company Foundation began a program to pay salaries for teachers to work in

meaningful summer jobs in public service and nonprofit organizations. English teachers, social studies teachers, as well as math and science teachers are able to participate.

The purpose of our grant is to test four hypotheses:

1. Is the concept of providing summer work for public school teachers in public service a reasonable way to increase teacher pay?
2. By making all such public service jobs professionally meaningful can this program be a way to enhance teacher professional development?
3. At the school system level can availability of such a program enable the school system to attract and retain a better quality school teacher?
4. At the community level, will this program offer demonstrable benefits to the quality of community life?

Sixteen teachers participated for eight weeks in summer, 1984 and 22 participated in 1985. The program is scheduled to continue for at least one more year. It is being independently evaluated and the results will be available after summer, 1986. If the project proves successful, it could be a useful model for the public sector to replicate.

Conclusions

As you know, we find ourselves in the midst of a dilemma. Major national reports tell us that standards of education in our public schools are in serious decline. At the same time, the public sector has set significant budgetary restraints on educational funding. Without question,

we need to encourage greater private sector support for public education.

But public-private partnerships should not mean private sector substitution for public sector responsibility.

WORLD OF WORK: YOUTH ORIENTATION

James N. Heston
Assistant Vice President
Metropolitan Life Insurance Company

This paper will deal with why Metropolitan became involved in youth employment, what we learned about the job readiness of young people, and what we have developed to help prepare them for their first job.

In 1983, Metropolitan Life was asked by David Rockefeller and Frank Macchiarola of the New York City Partnership, an organization of business leaders in New York City, to spearhead the Partnership's Summer Jobs campaign during 1985. Metropolitan accepted the challenge because we believe companies have a responsibility to the communities they serve and because a qualified labor pool is a crucial element of successful business operations. Our young people are the key resource for the future, yet many of them find it increasingly difficult to enter the work world. Unlike the farming and manufacturing periods of American history, which depended heavily on unskilled workers, businesses today require entry-level workers to possess more sophisticated skills. As a result, special efforts such as the Partnership's Summer Jobs Program are now needed to stimulate job openings for young people.

With youth unemployment at about 33 percent overall in New York City and near 50 percent for minorities, the size of the problem and the challenge facing us were clear. However, we had a solid base to build on. The private sector/public sector partnership behind the Summer Jobs campaign in New York City has become so closely linked and so strongly committed to solving this

problem that we knew we had plenty of able partners to help us. The track record of this partnership is impressive. The number of private sector summer jobs for low income youths has grown from 9,000 in 1981 to nearly 27,000 in 1984.

As a company with strong marketing capabilities, Metropolitan was confident it could develop more job opportunities than in the past for the estimated 250,000 young people who wanted summer jobs, many of whom would have little hope of finding a job without the help of a program like this one.

How did Metropolitan begin to address the challenge? In September, 1984, the Metropolitan team contacted over 300 past participating employers to understand better their employment needs and overall satisfaction with the program. We were consistently told by employers, both large and small, that they were not satisfied with the readiness of young people for the world of work.

Their criticism was not so much directed at the Summer Jobs Program but at the general preparedness of youngsters in New York City. Employers were consistent in their comments about the primary deficiencies they saw in young people. These included unrealistic expectations about their first job, lateness and attendance problems, inappropriate grooming and attire, and attitudinal difficulties.

Although Metropolitan was prepared to deal with a youth employment problem, it was less clear about what steps could be taken to improve the youth preparation situation. The magnitude of this problem rivals the youth employment problem in New York City. Recent studies estimate that

over 250,000 young people in New York lack sufficient job readiness/employability skills.

Having asked employers how we could better serve them, we were determined to take action on this youth preparation problem. After intensive study, Metropolitan decided to develop a videotape to help prepare young people for the world of work. We believed video medium would enable us to reach the large number of youth that would apply to the program through our public agency partners and would also provide a resource for use in the future. Fortunately, Metropolitan has a Training Department and an Audio-Visual Department, and both these departments put their creative talents together to produce an 18-minute videotape entitled Working*, featuring such things as searching for a job, completing a job application, preparing for a job interview, and doing well on the job once hired.

In terms of content, there is nothing new about a film that focuses on these areas. What is unique and new about Working is its contemporary medium. It is a high energy, MTV-style video, complete with original songs and music. More specifically, the video combines singing and dance routines performed by students from the High School of Music and Arts in New York City about working and has comments by celebrities, such as Governor Mario Cuomo, Leonard Nimoy, Laura Brannigan and players from the New York Mets talking about their first job experiences and delivering inspirational messages.

* Readers interested in obtaining the videotape and related materials may write to Working, Metropolitan Life Insurance Company, P. O. Box 950, Madison Square Station, New York, New York 10159

To underscore these messages, young people who have succeeded in the work world share what they have learned from their experiences. Business owners, supervisors, and interviewers also provide suggestions about how to behave during an interview and on the job. Their comments are very specific. For example, in preparing for an interview, they tell young people to have a definite position in mind, never be late, dress conservatively, including make-up and jewelry, and never chew gum.

As the development of the videotape progressed, it became evident that it would need reinforcement. The Metropolitan team began to explore other devices that could be used or developed to help in job preparation. The first result was a pocket-sized brochure to serve as a reference guide for job-searching youths. Although the brochure is a useful tool by itself, it is designed to be given to young people after they see the Working videotape. The youngsters can use this guide to gather information that will enable them to present best their qualifications on a job application and during a job interview.

With production of the videotape completed in mid-spring, the public agency partners that support the Summer Jobs Program began field testing the video at youth orientation sessions. The feedback was extremely positive: the young people loved the fast-paced musical format and remembered its lessons. The word spread about Working. Youth groups, community organizations, and corporations requested copies.

By the end of the summer, thousands of young people had viewed the video and received the brochure. Many youth groups saw the video and felt they were now better prepared for the world of work. These groups included high school students, high school dropouts, college students, and youth in

detention facilities.

During the field testing period, it became clear that maximum benefit from the video and brochure could be obtained when a qualified instructor/job counselor guided group discussion around the content of the materials. This field testing also demonstrated that a more lasting use of these tools could be made in our public schools and other youth organizations if there was an appropriate instructor's guide to accompany them.

Working with the Division of Curriculum and Instruction of the New York City Board of Education, we are now in the final stages of producing a Handbook for Educators, which will be used to introduce job preparation curriculum throughout the high school system in January. Using the Working videotape and its contents as a basic framework, this handbook contains lesson plans for a series of 12 to 15 periods of classroom instruction.

Metropolitan's role in the area of youth preparation is an evolving one. It will continue to grow and expand, and at each step along the way we are learning new ways to make a contribution. There is also a real sense of accomplishment and pride in doing something that is important to the development of our young people today and to our future labor pool.

Metropolitan's contribution would not be nearly as successful, if we did not have the support and receptivity to change that has been demonstrated by the public sector in New York City.

The same marshalling of private sector and public sector forces that has made the Summer Jobs initiative so successful in New York has also helped Metropolitan develop tools that will better prepare young people for the work world. The Board of Education has encouraged us and worked closely with us in the development of our youth preparation tools and the curriculum

materials that go with them.

The City University of New York, the New York City Department of Employment, the New York State Department of Labor, and the Private Industry Council are other public sector organizations that have provided vital input and strong support. Contributions to the videotape were also made by private sector supporters. This included "in-kind" services to use studio facilities and editing equipment, as well as a whole host of other contributions. This support enabled us to produce a top-quality videotape at a reasonable cost.

The above shows how Metropolitan has tried to make a contribution in the youth employment and youth preparation areas. There are probably companies in other cities that would be willing to assist in efforts to solve similar problems in their communities, provided there was strong receptivity to their involvement as well as support for their initiatives. It is amazing what strong public sector/private sector partnerships can accomplish.

I would also like to add a personal note about my own involvement in the youth employment and youth preparation areas over the last two years. As a general manager in a large organization, I have always felt that key managing responsibilities center on the selection and development of people. If a manager does a creditable job in both instances, meeting business objectives or exceeding them will normally follow.

My experience with Summer Jobs '85 has reinforced this management philosophy, but with a minor modification: development of people does not have to take place after employment begins or be left solely to professionals in the field of education. Business professionals can make a contribution to developing our young people before they enter the work world.

I think we all need to recognize that the private sector can make a

vital contribution by strengthening its relationship with the education system. Through a partnership approach, I believe we can solve the youth preparation and youth employment problems.

BRIDGES AND PARTNERSHIPS: SCHOOL-TO-WORK TRANSITION

William J. Cirone
County Superintendent of Schools
Santa Barbara County

Virtually all enlightened districts have developed innovative partnerships with industry, based on the local needs, styles, and resources of their community. Indeed, we have built one in Santa Barbara County. Therefore, a meaningful approach at this Conference would be to discuss the difficulties, controversies, and directions in school-to-work transition from a partnership perspective. A key facet of any partnership is to listen to what the other party has to say. Rather than talk about the actions and products of specific partnerships, we should hear what industry is telling education. There is a surprisingly consistent message, whether it is from the national partnerships, such as the Committee on Economic Development; the statewide partnerships, such as the California Round Table and the Industry Education Council; or the many local partnerships we have formed in Santa Barbara County.

The Problem

The message all acknowledge is that, even in good economic times, more and more young people are having chronic difficulty in finding and keeping jobs. The business community also pays close attention to the statistics, which they liken to a "production" model in industry. In California, as with the rest of the nation, they include the growing high school dropout rate which, by the State Department of Education's own figures, is estimated to be about 30 percent. The situation becomes even

more alarming when we look at the dropout rate among our Hispanic and Black youths, which the State Department of Education estimates at 40 percent. Although some will correctly argue that we are calling attrition a dropout rate, one would be hard pressed to deny that too many of our young people are falling by the wayside. If we need more statistical documentation, our partners in industry point to the national test which revealed that 56 percent of Black and 44 percent of Hispanic 17-year-olds still enrolled in school are functionally illiterate as compared to 13 percent of the 17-year-olds overall, as well as the fact that 44 percent overall are only marginally literate. Among the students who drop out, 60 percent are functionally illiterate.

It is safe to conclude that public policies, educational projects, and private initiatives focusing on youth employment and its associated problems generally are not working, and the overall results, based on the statistics, are disappointing.

As I listen to our partners in industry, I draw on my own experience: eight years as a teacher in Harlem, corporate sector experience as board chairman of non-profits that managed employment development projects, and currently as a County Superintendent of Schools, with Regional Occupational Planning (ROP), Summer Youth Employment, and other vocational education programs under our umbrella, and as a board member of the Private Industry Council and the Industry Education Council. From this experience, I have drawn conclusions about the problem and about approaches that work, recognizing, of course, that they may be considered simplistic and basic. I do not believe in panaceas and I am not offering a "four point" program. There is strong evidence to suggest that a basic common sense approach is

needed, however, and this is the direction in which we are moving in California and in Santa Barbara County in particular.

Foundation: Solid Basic Skills for All Children

The best foundation for school-to-work transition is to provide a solid educational foundation of basic skills for all our children. The research findings of Andrew Hahn and Robert Lerman support this view and clearly demonstrate that the most important fact causing persistent, concentrated youth unemployment is the lack of basic educational skills.

As a Superintendent who is elected by the public and who spent a full year campaigning for my position, I can tell you with certainty that in Santa Barbara County, business people, parents, and the general public continually express the same concern as Lerman and Hahn: our high school graduates leave school functionally illiterate and weak in basic education. The examples were a student's inability to fill out applications, follow simple written instructions, and make basic calculations.

If the above is true, then California State Superintendent of Public Instruction Bill Honig's attempt to strengthen the basic educational program is correct. Also the reforms Ernest Boyer calls for in High School: A Report on Secondary Education in America clearly support this position. Boyer points out that "in a recent survey, more than 65 percent of the companies questioned said that basic skills deficiencies now limit the job advancement of their high school graduate employees. Half of the companies surveyed identified writing as a problem among employees. More than half the businesses surveyed also said speaking and listening were serious problems." Boyer continues: "all students--not just the college bound--should complete a core of common learning."

The recent Committee for Economic Development report, Investing in Our Children, also supports the need to focus on the strengthening of basic educational skills. It states, "employability should not be confused with vocationalism. Employability requires problem-solving skills, command of the English language, self-discipline, and the ability to acquire and apply new knowledge."

In light of the above, one can conclude that although increased academic requirements may allow less time for vocational education electives, ensuring basic educational skills is still the best possible career preparation we can provide for our young people. Also whenever possible, ROP and career education course curricula can and should be aligned so that they meet the academic graduation requirements. For example, our word processing course has been adjusted to meet an English requirement and drafting can meet a math requirement.

This does not mean we should eliminate vocational courses; rather, we should align the vocational education curriculum in order to reinforce basic skills, thereby eliminating narrow marketable skills courses. One needs to acknowledge, as Boyer points out, that, with some exceptions, when it comes to preparing students for a specific job and putting them on the first rung of the career ladder, the results of traditional vocational education courses have been disappointing and that the best vocational education preparation is a core curriculum of common learning.

CED Report: The Invisible Curriculum of Work Habits and Character Traits

The Committee for Economic Development report is perhaps the clearest expression yet of what the business world wants from public schools beyond

the basics. The executive summary of the report stresses the invisible curriculum of teamwork, honesty, reliability, and self-discipline.

About a year ago, my office conducted a study entitled Working Right from the Start*. In this study, we asked Santa Barbara County employers how and why they choose young people to work for them. Their answers were very similar to the CED report and stressed personal qualities, such as honesty, a desire to work, good attitude, being reliable, self-discipline, and maturation. We all know that instruction and guidance techniques, along with school climate, can teach and reinforce honesty, reliability, self-discipline, cooperativeness, and perseverance. But to ensure that it happens more often and correctly, we need to listen to our business partners and make the teaching of the invisible curriculum a priority.

Self-Esteem

The foundation for academic achievement and effective teaching of the invisible curriculum regarding work habits and character traits contributes to the self-esteem of our students. Although everyone in education acknowledges this fundamental concept, distressing statistics about the dropout, illiteracy, unemployment, and teenage pregnancy rates tell us that our youths do not have high self-esteem. Although we cannot tackle this alone, I believe we must focus on this problem and begin to search for ways to systematically and consciously integrate the development of self-esteem into the infrastructure of our schools. School rules, climate, teaching techniques, and guidance all need to consciously promote self-esteem.

* A copy of this document and related material may be obtained by writing to: Office of the County Superintendent of Schools, 4400 Cathedral Oaks Road, P. O. Box 6307, Santa Barbara, California 93160-6307

We also need to develop course units that identify teaching skills that relate to self-esteem. In Santa Barbara County, we are exploring curriculum units and special projects with a local foundation called SELF, which is dedicated to developing self-esteem in young people. SELF is the foundation arm of La Belle Modeling School, a Santa Barbara based internationally acclaimed modeling agency. Betty Mazetti-Hatch, the energetic and dedicated Director of La Belle, believes, as I do, that many of the elements of self-esteem can be isolated and taught. That is, in fact, what they do in their highly successful modeling programs. As part of last year's summer youth employment program, Santa Barbara County Schools ran a successful experimental program with SELF. The 26 self-esteem workshops they conducted helped young people develop poise and self-confidence. The training included personal grooming, development of confident attitude, résumé preparation, and job interview techniques, all of which were extremely popular with the young people.

This model illustrates that the potential for private sector support to achieve our goals is enormous. An important aspect for this support is to listen to the consistent message that the private sector is sending us because the feedback is just as important as the resources.

In summation, the best vocational, career education, and job development program is to provide for basic education skills for all our children. This is fundamental and it is the foundation upon which all else is built. The invisible curriculum that stresses personal qualities, such as honesty, teamwork, reliability, and self-discipline, should also be a major goal. Perhaps most important, we must recognize and address the importance of self-esteem and then develop teaching strategies and special programs that

develop the self-confidence and self-respect that is required for our young people to succeed. It goes without saying that we need national, state, and private sector commitments to these goals, matched with the necessary fiscal support. Although it is costly, as the Committee for Economic Development and others report, the cost of failure is much greater in every respect. Our partners in industry say they are willing to help us obtain the necessary federal, state, and private fiscal support as we move in this direction. Let us move forward with them.

PUBLIC/PRIVATE COLLABORATION IN SCHOOL-TO-WORK PROGRAMS

Peggy Dulany
Senior Vice President
New York City Partnership, Inc.

Introduction

Because the problems confronting urban public school educators have roots deep in the fabric of our society, their solutions cannot and should not be their responsibility alone. The problems, if left unresolved, are ones whose consequences will affect us all; hence, we must all participate in working on them.

This paper largely addresses the partnership that must exist between schools and businesses to begin to solve these problems; but, as will be alluded to later, that partnership must in fact be much broader. It must encompass all sectors.

There are real overlapping interests among schools and businesses with regard to the adequate education of our youth, but they sometimes become obscured by conflicting styles and modes of articulation. It is clearly in the interest of public schools, which, after all, receive their support from public tax dollars, that youth complete their secondary education and graduate as prepared citizens and workers. It is similarly in the interests of business that enough youth complete school with the requisite skills to constitute the work force that fuels our economy. Despite these shared interests, however, there are sources of resistance to collaboration which must be overcome in order to successfully address the problems inherent in the school to work transition in our society.

Sources of Resistance to Collaboration

The reasons for this resistance to collaboration are different for educators and business people. Educators rightly feel that their mission is broader than just the preparation of the work force. Their role is to develop young minds, to instill curiosity and the desire and capacity to learn, as well as to teach specific skills and knowledge. Training to adequately perform a job is a far narrower method than education. Educators fear that if business people become too integrally involved in the workings of the education system, it will become merely a training program. There may also be a difference of orientation, in that business people tend to focus on the bottom line, the product, while educators place greater emphasis on the process because students, even upon graduation, are not finished products, but human beings who will go on growing and learning throughout life.

Resistance on the part of business has stemmed from several sources. First is the assumption that preparing youth for work, in all except some technical aspects, is the role of the school and that is, after all, what their tax dollars pay for. Even when it becomes apparent that many youths are not, for whatever reasons, finishing school or graduating as employable workers, a common first reaction is to reduce tax dollars to schools and look elsewhere than to public school graduates for employees. Second, businesses resist involvement because in urban school systems the problem seems so large and therefore unsolvable. And finally, there is a preconception, on the part of business people, that the public sector, and particularly the public school system, represents such a huge inefficient bureaucracy that providing assistance is like pouring money down the drain.

The existence of these sources of resistance has not prevented some successful school/business partnerships from developing over the years. In fact, there are a number of such examples which can help both to inform us about how to overcome such resistance to collaboration and give us pointers about types of collaborative projects which are most useful in accomplishing common goals.

Motives to Overcome the Resistance to Collaboration

The hard times that urban educators and business people are facing with regard to the spread of poverty in our cities, and its wider social and economic implications, provide strong motivation to both sides to overcome any resistance that may have existed to collaboration. Look at what educators are confronting: a changing student population that is poorer, more diverse, less likely to speak or write English, and less likely to come from a family that shares the middle class experience, values, and assumptions of the school system. The resulting trends, while understandable, in terms of the difficulty of the problem, reflect poorly on the public school system. In turn, the prestige of the teaching profession diminishes without significant compensation in pay, and more teachers leave the profession while fewer new ones join. In addition, those attracted to teaching, with the exception of some with altruistic reasons, tend not to be those who excelled in their own school work; those who have a choice are more likely to choose areas with greater rewards.

Educators recognize that, for adolescents in general, the "real world" has an appeal with which it is difficult for schools to compete. This draw is even greater for poor youth who genuinely need to earn money to help support themselves and their families. Thus, it is in the self-interest of schools to connect work experience and employability preparation with the other basic

education agendas of schooling. In order to do this, however, there must be positive links to the private sector which will provide most of the jobs.

The private sector, too, is increasingly realizing the need to work with the public schools in the preparation of youth for work. Urban demographic trends are shifting so that, by the 1990s, there will be fewer young people joining the work force each year than older people retiring from it. Of the youth joining, an increasing proportion will come from poor minority families; a larger percentage will be high school dropouts without employability skills. Employers are increasingly aware of a potential labor shortage if they do not play a greater role in helping to prepare youth before they reach the work force.

In addition, the social consequences of not playing a role are more often recognized by businesses in urban areas: poverty, high truancy, and dropout rates, as well as high unemployment and crime rates make themselves felt economically in high taxes for welfare and crime containment, in costly private sector remedial education and training programs, and in difficulty attracting workers to live in areas reputed to have poor schools and a high crime rate. All of these factors act as incentives for businesses to overcome their resistance to becoming involved in public education.

Determining Appropriate Roles

Once these arguments are recognized as valid and compelling by at least some leaders in each sector, then individuals and groups from each must begin to work toward a definition of goals and a determination of appropriate roles for each sector to play in working toward their accomplishment.

In order to avoid a resurgence of the original reasons for resistance to collaboration, some initial structural and process precautions can be taken.

For example, to get around the fear that the problem is so large as to be unsolvable, it would be wise for those designing programs to deal with manageable aspects of the problem by way of a single school or program, or a clearly defined management area. Similarly, out of respect for educators' concerns that business will impose their narrow interests on the education process, it makes sense not to involve business in the area of curriculum, at least until requests for such participation are made. Given that much of the resistance stems from lack of familiarity with each other, not as sectors, but as human beings, it would be a good idea to conceive of projects which can generate a maximum amount of exposure of the different groups to each other: business people with educators and, even more importantly, business people with youth. Programs such as Join A School, which have provided opportunities for such interaction, almost invariably lead to good feelings, better understanding and, on the part of the private sector, the basis for greater investment in public education.

A second important structural consideration in promoting collaboration is the designation of linking organizations that can act as go-betweens for the two sectors. Personnel in such organizations must be familiar and have credibility with both sectors. Such programs can be based in either or neither sector, as long as they have such credibility. Examples in New York City include the Board of Education's Cooperative Education Program and Open Doors, the non-affiliated New York Urban Coalition, or the business-funded New York City Partnership. Such organizations play key roles in making introductions and matches, marketing programs to businesses, and mediating misunderstandings and problems.

In order to address the problem substantively, however, we must have a better understanding of its nature. The social origins have been outlined, but what does it mean in reality, in terms of youth being prepared for work upon graduation? Experience and research show that youth with the following four basics find jobs as easily as adults: basic academic skills (at least an eighth grade reading level), a high school diploma, employability skills (to know how to dress appropriately, take a job interview, and behave on the job) and at least 1,500 hours of work experience as a teenager.¹ In other words, the youth unemployment problem would be no larger than the national unemployment problem if youth were able to achieve these basics. So what would it take, on the part of each sector, to ensure that youth receive these?

In the first place, basic education and a high school diploma, while largely the responsibility of the school system, presuppose a range of life circumstances that make it possible for the individual youth to achieve them which may be outside the purview of the schools. For example, parental support for a child remaining in school, having enough to eat to make it possible to concentrate, discipline in the home setting that parallels the regimen of the school environment, access to books and exposure to vocabulary used in school while at home, and enough space and quiet to study, are simply not available to many youths. Although acknowledgment of these problems and special attempts to deal with them can go a long way toward the school system's successfully dealing with them, these problems are so complex that it may take support from outside to approach them in a comprehensive way.

¹ Richard DeLone and Associates in a forthcoming report to the New York City Partnership and the Youth Policy Group.

In order to deal with problems of this magnitude, teachers must be specially prepared, additional funds must be allocated, and the school system as a whole must function as smoothly, efficiently, and unbureaucratically as possible. The private sector can help in two ways. It can lobby for additional public support for public education. In the past, business has been one of the main blocks to additional funding. If, however, they see the important benefits of a more effective public education system, and if benchmarks are established whereby their support is matched by concrete measures of progress toward commonly established goals, they may well be willing to provide more support (as in the case of the California Business Roundtable).

Second, the private sector is well-equipped to provide management assistance to schools so that they develop better and more cost-effective methods of maintaining information systems, allocating funds, and operating programs. Before such collaboration is possible, a relationship of trust must be developed among the participants; otherwise, the school personnel are likely to feel spied upon.

In the other two areas of employability preparation and work experience, there is an even more direct role for the private sector, as well as for other public sector agencies, for these are not the primary responsibilities of the school system, and others with more experience must cooperate in ensuring that these factors become integrated effectively into the other functions of schooling.

Employability preparation has long been a function of departments of employment and of the community-based organizations that work with youth. There has traditionally been resistance to collaboration between these agencies

and schools stemming from prejudices similar to those which schools and businesses have held about each other. It is imperative that these be overcome through the same processes of development of communication, successful work relationships based on carefully defined projects and collaborative planning that business and schools must do with each other. The private sector can facilitate such collaboration between different public sector agencies by making its participation contingent on it. Particularly in the area of jobs, school departments and departments of employment alike depend on private sector assistance. This, combined with possible funding assistance, provides considerable leverage to encourage other sectors to collaborate.

But the private sector has yet another important role to play in employability preparation for youth: providing the sign-off, the seal of approval, to criteria toward which school systems must work in preparing their youth. It is the private sector, after all, which will be hiring many of these youths; their willingness to hire those who measure up to a certain standard of preparedness can provide a tremendous incentive both for schools to prepare them and for youths to stay in school if they see the hope of a job. Hence, working with school and community-based organization personnel to come to agreement on such standards represents an important role for the private sector.

Providing employment is, of course, the ultimate carrot that the private sector can offer to both the school system and its students for successful performance. In urban settings, however, this has not always been an automatic reward. In New York City, 75 percent of newly created jobs went to suburban commuters between 1978 and 1983. This suggests resistance on the part of the

private sector to hiring City youth. Part of this is undoubtedly based on prejudice and preconceptions: most employers, at least in larger businesses, are white, middle, or upper class, and do not live in the City. Most of the youths are minority, poor, and urban. But it is also partly based in the reality of a 42 percent dropout rate and on the fact that many young people, even some who graduate from public high school, are not, in fact, employable.

One cannot expect the private sector to hire unemployable youth. It must help in the ways suggested above to make more youth employable. But there are many more youth than most businesses are aware, who are already eminently employable, but who still cannot find work because of the attitudes of employers. Those members of the private sector who are already committed to help can turn this around by publicizing their good experiences in hiring youths to other employers. New York City's Summer Jobs Program, coordinated by the New York City Partnership and run by a different lead company each year in collaboration with five public sector agencies (including the Board of Education), represents an excellent example of this. In the first formal evaluation done after five years of the program, Grinker, Walker Associates, in a forthcoming study, note that not only are employers extremely satisfied with their youthful summer employees, as evidenced by their willingness to participate in the program the next year, but nearly half of them have kept their young workers on in a part- or full-time capacity. Although the Summer Jobs Program is specifically targeted to finding summer work for disadvantaged youths, it clearly has had a more important role, both in changing employer attitudes toward hiring youth and in developing a base of jobs for ongoing work experience during school. This, when linked with youths staying in school and receiving the other three

basics, will lead to employable graduates.

In the instance of youths who have fallen behind grade level and are thus at risk of dropping out, or at least of graduating with less than an eighth grade reading level, the private sector can play another important role by facilitating integration of a remedial education component with summer work. As Gordon Berlin has suggested, such linkage both encourages youths to stay in school by rewarding them with paid work and can bring them back up to grade level in a relatively short time. The private sector can contribute funding to such efforts (as did the New York City Partnership to a Private Industry Council pilot effort in summer, 1985); it can encourage employers to show the flexibility to allow youths to work part of the time and study the rest of the time; and it can also lobby for other sources of public support to operate the program on a larger basis.

Conclusions

There are many ways in which the public and private sectors can work together to help youths make the transition from school to work. The examples cited here are among those that are currently being tried in New York City as a result of a collaborative working relationship that has developed among the different sectors over several years of working out good communication and working on mutual respect. The particular projects, however, are probably less critical than the collaboration itself. For it is only through linking school learning, employability preparation, and actual work experience that youth, particularly youth at risk of dropping out, will remain in school and graduate as employable adults; and it is only through collaboration among the different public agencies and the private sector that such connections can be made effectively.

SCHOOL-TO-WORK TRANSITION: A SOLUTION TO THE DROPOUT PROBLEM

Nathan Quinones

Chancellor

and

Victor Herbert

Superintendent for Dropout Prevention Programs

New York City Public Schools

The Chancellor of the New York City Public Schools has set four goals for the class that entered high school in September, 1985:

1. to reduce New York City's dropout rate by half by the time this class graduates, four year from now;
2. to reduce absenteeism by 5 percent over the coming year;
3. to provide career experience for each student during his or her high school years; and
4. to guarantee each and every student a job upon graduation from high school, as each student is guaranteed a place in the City University of New York.

These goals are clearly interrelated. There is no question that job training and experience motivate many students to attend and complete school. Beyond this, it is clear that keeping students in school is a priority, not just in New York City or New York State, but throughout the nation.

Effective school-to-work programs prepare young people for future employment. The importance of such preparation is self-evident. Less evident, but equally significant, is the value of these programs as a dropout prevention strategy. This paper will make the case for this strategy as one piece of a comprehensive and coordinated dropout prevention effort. In

addition, by briefly examining a few exemplary New York City programs for students at risk of dropping out, it will also suggest some of the approaches that are needed with this population and will highlight unresolved issues.

Two years ago, Secretary Bell focused national attention on students who leave school without a diploma by revealing that this is a nationwide problem, particularly for minority students and for large urban centers. In New York City, for example, the current dropout rate is 42 percent over four years; nearly half of the City's students leave school without a diploma. This has led to growing concern for the quality of each student's education, and to the emphasis on career experiences for all students. The argument for employment preparation as a dropout prevention strategy is given added power by the intersection of concerns for the individual dropout's future, for the costs to society associated with dropouts, for industry's need for better prepared workers, and for long-term economic development.

Most young people who drop out of school face a bleak future. The Bureau of Labor Statistics collects national employment and labor force participation statistics for 16-24 year olds who have less than four years of high school and are not currently enrolled in school. As of September, 1985, the unemployment rate for this group was 23.8 percent as compared with 12.8 percent for all 16-24 year olds (including high school and college graduates) seeking full-time work. But further analysis of the total population of 16-24 year old dropouts reveals that in fact virtually half of them are not employed because they cannot find jobs or because they are not even looking and are therefore not included in unemployment statistics. The following breakdown by total population demonstrates this fact.

16-24 Year Olds
With Less Than 4 Years of High School
Not Currently Enrolled in School*

Employed	2,248,000	51%
Unemployed	701,000	16%
Not in Labor Force	<u>1,492,000</u>	<u>34%</u>
Total	4,441,000	101%**

The picture for women and minorities who drop out of school is even more bleak. Unemployment rates (September, 1985) are 28.4 percent for women and 41.2 percent for Blacks among 16-24 year olds with less than four years of high school and not currently enrolled in school. A breakdown by total population reveals, however, that 54 percent of the women and 45 percent of the Blacks in this group are not looking for employment. Therefore, only 33 percent of the women and 32 percent of the Blacks are employed, as compared with 66 percent of the men and 55 percent of the whites.

16-24 year olds
With Less Than 4 Years of High School
Not Currently Enrolled in School*

	<u>Men</u>	<u>Women</u>
Employed	1,548,000 (66%)	700,000 (33%)
Unemployed	423,000 (18%)	278,000 (13%)
Not in Labor Force	362,000 (16%)	<u>1,130,000 (54%)</u>
Total	2,333,000 (100%)	2,108,000 (100%)

	<u>White</u>	<u>Black</u>
Employed	1,944,000 (55%)	247,000 (32%)
Unemployed	512,000 (14%)	174,000 (23%)
Not in Labor Force	<u>1,092,000 (31%)</u>	<u>352,000 (45%)</u>
Total	3,548,000 (100%)	773,000 (100%)

These figures give rise to a second major concern: the costs to society associated with young people dropping out of school. The cost of wasted potential cannot be estimated, but the costs of welfare, health care,

* According to Bureau of Labor Statistics, September, 1985.
** Total is more than 100% because of rounding off percentages.

unemployment insurance, and youth crime are more obvious. A 1977 study by the Economic Development Council, for example, calculated that crime by school-age youths costs New York City \$329 million a year. Further, the New York City Office of the Coordinator of Criminal Justice documented in 1983 that approximately 61 percent of juvenile crimes occur during the school day, between 10 a.m. and 4 p.m.

A third and related concern has to do with the quality of the nation's work force. A number of corporate leaders have spoken eloquently about this issue in recent years. William Barnes, Vice President of Finance for JLG Industries, was quoted in the Wall Street Journal (1981) as saying that "poorly educated workers are our number one problem, the main factor slowing our growth." Analysis of growing sectors of the job market in New York City underscores this concern because most new jobs have been in white collar office positions which require basic literacy and mathematics skills.

Concern for long-term economic development is also related to dropout prevention and employment preparation. Although New York City has experienced economic expansion and unprecedented job growth in the first half of the 1980s, there is concern about the City's ability to sustain this growth since many of these new jobs were filled by commuters. Samuel Ehrenhalt, Regional Commissioner for the Bureau of Labor Statistics, documents that significant segments of the City's population live in poverty and remain outside the labor market. These segments are characterized by "the absence of recent work experience and in some cases no prior work experience, and sharply below average educational attainment" (Ehrenhalt, 1985, page 11). Long-term economic growth may well depend upon finding ways to draw these people, many of whom are high school dropouts, into the job

market.

A recent analysis of New York City's dropout report further strengthens the case for school-to-work programs as a dropout prevention strategy. This analysis compared the dropout rates for students enrolled in occupational education programs with those not enrolled in these programs and found that occupational education students are three times more likely to stay in school. Although it was beyond the scope of this particular analysis to determine the reasons for the dramatic difference in dropout rates, it did isolate one common factor in all New York City's occupational education programs: student choice. Students enroll in these programs voluntarily.

Students drop out of school for many reasons: poor academic achievement, personal crises, financial needs, and family problems. In addition, many dropouts express a sense of alienation from school or a lack of connection between what they study and experience in school and their "real" lives. Many girls leave school because of pregnancy or the demands of motherhood.

Well-designed employment preparation programs can address all these needs if they are part of a coordinated and comprehensive array of supportive services. These programs make academic work more relevant and thus motivate students. They provide an alternative to the traditional school settings and experiences in which high-risk students have often experienced only failure. Work-study programs or part-time jobs help alleviate short-term financial difficulties, as well as provide better long-term employment prospects. Additionally, experience with a variety of work settings gives students new adult role models and helps them set realistic and concrete goals for themselves. A key element in effective dropout

prevention, as well as in programs addressing such problems as teenage pregnancy, is helping young people conceptualize a better future for themselves. In addition, many of the specific employment-related skills that students learn in school-to-work programs, such as taking responsibility, making decisions, and developing strategies for completing assignments, are also general life skills.

Two characteristics are essential in making school-to-work programs effective as a dropout prevention strategy. The first is the extent to which they are coupled with a coordinated and comprehensive array of supportive services. New York City has two extensive programs which illustrate this model: the state-funded Attendance Improvement and Dropout Prevention Program (AIDP) and the city-funded Dropout Prevention Program (DPP). In both, attention is given to all of the student's needs that may affect school attendance or achievement. Additionally, people in the various programs, departments, or agencies who deal with this child, share their insights and problems with each other. In this way, both duplication and omission of services are avoided.

The services provided in these programs address the kinds of difficulties identified by research and experience as factors in leading young people to drop out of school. They include personal counseling, attendance outreach, health services, academic remediation and enrichment, family services, help in making the transition from middle to high school, coordination, and usually, some form of work experience or mentor system.

The second characteristic essential in making school-to-work programs effective for dropout prevention is the extent to which these programs actually focus on "high-risk" students. This necessitates clear and careful

identification of these students. In developing both the AIDP and DPP programs, the New York City public school system drew upon its experience with dropout prevention and its numerous studies of dropouts to establish criteria for identifying dropout-prone students. At both the middle school and high school levels, four criteria were isolated: poor attendance; limited proficiency in English (among students who have been in an English language school system for four years or more); school failure; and being overage for one's grade level. For high school students, low achievement in reading was also found to be important.* The school system used these criteria to identify those students who are currently receiving AIDP and DPP services.

Occupational education programs in New York City's middle schools and high schools represent a continuum from career exposure and pre-employment skills programs to full-time enrollment in vocational high schools. Virtually every public high school has some type of occupational education program, and the City's work experience and internship programs are also quite extensive. In 1983-84, over 40 percent of the City's public high school students were enrolled in at least one double-period course of a two- or three-year career-related program. Under New York State's new Regents Action Plan, more emphasis on pre-employment skills and exposure to careers will occur at the middle school level.

Some of these programs are open to all students. Others are quite selective in their admissions policies. Still others focus exclusively on "high-risk" students. Two examples of the latter are the Promotional Gates Program (in which students who fail to meet promotional standards based on

* Chancellor's Special Circular No. 29, 1984-85, defines each of these characteristics more specifically.

reading and math test scores are held back) and the Gates Extension Program (in which students who fail to meet these standards a second time are promoted and placed in special classes). Both of these include occupational education components at the middle school level.

The Shearson/American Express Work Access Program is a small pilot work-study program for potential dropouts at one public high school. Each student who completes high school, as well as performing satisfactorily on the job, will be guaranteed employment upon graduation. One particularly interesting aspect of this program is that it ties payment for work to school attendance, as well as making permanent job placement contingent upon school completion. The results of this program, which is just beginning, will provide more information about the value of school-to-work programs as a dropout prevention strategy.

Operation Success is another, and much more extensive, New York City program that focuses on at-risk high school students. Now operating in seven high schools, this program provides extensive job counseling and training for potential dropouts, as well as an array of other supportive services. The program, which is run by a community-based organization, is also the basis of two additional high schools' AIDP or DPP programs.

Despite the promise of these and other school-to-work programs for potential dropouts, a number of issues must be resolved before it can be said with absolute certainty that this approach is a successful dropout prevention strategy. It must be clear that these programs can prepare students for more than dead-end, entry-level jobs. In addition, access to effective programs must be guaranteed to those students most at risk of dropping out.

It is also essential that the respective roles of the public school

system, the private sector, and other public agencies in school-to-work programs be clarified. The school system alone cannot run or provide the resources needed for these programs. New York City is fortunate to have a business community that recognizes that fact and also recognizes the long-term benefits to itself of enhancing public education in that way. Despite growing support for the school system's dropout prevention efforts, however, those efforts remain only a beginning.

Finally, there are broader social issues that affect employment: discrimination by race, ethnicity, and sex. Such discrimination diminishes the capacity of school-to-work programs to help young women and minorities to hope and to prepare for a better future.

The mission of the nation's public schools is to educate all students to their fullest capacity so that they can contribute productively to society and continue learning throughout their lives. Clearly school-to-work programs can play an important role in accomplishing that mission for young people and particularly for those who are at risk of dropping out of school. The potential impact this could have on the quality of life of all citizens and on the economic stability of cities, states, and even the nation makes it worth whatever the investment costs.

PREPARATION FOR POLICE WORK: AN ACADEMIC MODEL

Mary DePiano Rothlein
Associate Provost
John Jay College of Criminal Justice

The subject "School to Work Transition," affords an opportunity to describe a proposal that has come of age after a decade of preparation, namely, the Police Cadet Corps developed by John Jay College of Criminal Justice in cooperation with the police department and the Patrolmen's Benevolent Association. This program, recently announced jointly by the Mayor of the City of New York, and the Police Commissioner, is a collegiate model of a school-to-work offering for career policemen. The Police Cadet Corps combines two years of college education with a paid, supervised apprenticeship leading to the position of police officer. The program is largely adapted from a curriculum developed at John Jay College and has two major long-term goals: improving the quality of police education and increasing the number of minority police officers. If successful, the Police Cadet Corps will have a profound impact on police work nationally.

Most lawmen understand the importance of a quality police force, especially in urban localities throughout the nation. Virtually every recent poll of public attitudes toward endemic social problems gives the highest priority to crime and violence and the need for more and better protection. People recognize what a police officer does: he keeps the peace, maintains law and order, protects citizens and businesses, and to the extent possible, accomplishes these goals without the use of force. Americans also expect that the police officer will be a moral exemplar in the community.

We know there is societal consensus on these expectations because any

deviation, such as incidents of brutality or corruption, bring an outcry and calls for reform. No similar consensus, however, exists on the question: What does it take to become a police officer? This is the underlying foundation for the school-to-work progress inherent in John Jay College's Police Cadet Corps.

Educating any young person for work is problematic. This is especially the case for college undergraduates, whose training must not be exclusively pre-professional, even in such clearly defined fields as police work. But the contemporary policeman requires the broadest education. Consider what skills one must possess to function as a police officer in our complicated world:

1. The ability to communicate and persuade. This means the police officer must be able to listen and to comprehend as well as to articulate in order to influence behavior.
2. The ability to defuse tensions between individuals and among groups. This means the police officer must have psychological insights and counseling techniques.
3. The ability to defend himself, others, and the public from violent attack. This means the police officer must have defensive skills, including the use of firearms, and he must be able to make judgments about which skills to apply in a given situation.

Each of these requisites for the police officer suggest separate professions: counselor, psychologist, social anthropologist, lawyer, even judge. Yet the police officer is all and none of these. The urban policeman, in fact, deals with virtually every conceivable kind of human problem,

so that, in a sense, the broadest academic preparation is a requisite for the most effective police officer. The policeman's intervention in dealing with societal problems, however, is, or at least should be, markedly different from the interventions of other professionals. The police officer deals with immediate crises, whether they are crime-related or not, in an emergency setting. He is not, in a general sense of the term, a treatment agent. And so, though the police officer may relate to a variety of psychiatric, medical, and social problems, his intervention is not that of a doctor, social worker, or psychologist, but rather that of a "crisis-resolution" and "case-referral" agent.

Until recently, it was generally believed that a few weeks or months of specific training was sufficient preparation for police work. Today, more and more law enforcement officials, educators, and members of the general public agree that a short, intense training period is simply not enough to prepare a police officer for his future work. Education and socialization to the world of policing should accompany, if not precede, the basic training. Therefore, a strong school-to-work linkage must be established before a police officer is assigned to protect the public; this is the recognition exemplified in the Police Cadet Corps.

The educational component of the program is its foundation, so that the college will enroll only those students who have demonstrated their ability to do academic work. Specifically, candidates must demonstrate a serious interest in police work as a career. The successful candidate will receive an award of \$8,000, applicable to their junior and senior years of college; three thousand dollars as an interest free loan, forgivable after two years of service as a police officer. Five thousand dollars is payment for

participation as a police cadet during a two-year apprenticeship in which the individual is assigned responsibilities for law enforcement under the supervision of active police officers.

The program cycle is as follows: during the second semester of their sophomore year, the cadets participate in an 80 hour training and orientation curriculum which includes an introduction to police work. Additionally, they begin learning about the communities in which they serve three days each month and during the summer months. The educational process is then joined with a real experience in police work, when the Cadets take part in an eight-week program working in one of the community patrol-officer precincts within the city. The Cadet's service should concentrate initially in police-related community service, for example, crime prevention inspections, service referrals, work with community organizations, rather than in the area of law enforcement activities.

During the junior year, the Cadets again receive 80 hours of training, and for three days each month, and during the summer between their junior and senior years, they take part once more in an eight-week summer program. During this second summer program, however, the Cadets will be involved in activities more closely related to the law enforcement responsibilities they will later perform as police officers. In the course of the senior year, the Cadets receive their last 80 hours of training, and on finishing a baccalaureate degree, become sworn police officers. The final requirements of their professional education, such as the use of firearms, are completed at the Police Academy.

An important benefit resulting from the activities of the John Jay Program is the augmenting of the police force by the Police Cadets without

the high costs attached to training and hiring sworn officers. The Police Cadet Corps is also designed to help meet New York City's immediate need for an increase in a visible patrol presence while providing the kind of quality education, training, and experience that will attract highly motivated and able young men and women into the police service.

To be accepted as a Cadet, in addition to academic success, an individual must meet the medical, psychological, and personal qualifications necessary to become a police officer. Only residents of New York City will be eligible for enrollment. Vital to the recruiting process are personal interviews to insure that candidates have the qualities necessary for double success as college students and patrolmen.

A longer period of police officer preparation which includes higher education, a carefully supervised apprenticeship, and police training will permit the Cadet to consider what it means to be a law enforcement official and what accomplishments and sacrifices this profession requires. Even more directly, the future police officer will be able to reflect on the job of law enforcement at the same time he considers the content of the questions posed by subjects arising in the college literature class, the philosophy curriculum, language study, and instruction in social ethics.

The Police Department will also have a longer period to carefully observe and screen candidates in a variety of settings. The Department will have, therefore, a better chance to detect those individuals who display attitudes or behavior that suggest a lack of suitability for police work. These young people could then be counseled into other professions. In this

way, the Police Department and the community may avoid the expense and waste of personal commitment that ensues when officers are hired who are unsuited for the demands of police work.

A second major goal is to attract more minority candidates to police work. This can be achieved through active outreach to minority communities and by an educational program which serves to assure potential minority candidates that they can make it in the police world. No one should underestimate the value of the welcome for minority candidates in a program that produces opportunities for a degree and a career to qualified individuals.

We believe that the Police Cadet Corps will also improve opportunities for minority police officers to ascend the ranks of the Police Department. It is expected that their enriched education and training will enable former Cadets, not only to carry out their initial assignments as police officers sensitively and effectively, but also to enhance their ability to excel in both oral and written examinations, enabling more Blacks, Hispanics, and women to rise to leadership positions in the Police Department. This has not been the case up to now, since minority police officers are oftentimes the graduates of the weakest inner-city schools and at a disadvantage in traditional testing situations. We anticipate the Police Cadet Corps will help integrate the Police Department more fully at every rank.

The Police Cadet Corps evolved from earlier efforts to link the schools to police work. A successful predecessor model is currently operating on the high school level at Columbus High School in the Bronx, New York. It represents a collaboration among the high school, Board of Education, John Jay College of Criminal Justice of the City University of New York, and the New York City Police Department.

The Columbus High School program closely resembles the Police Cadet Corps. Juniors and seniors are invited to participate in a special curriculum in addition to their high school studies. Like the proposed John Jay program, the school offering provides an enriched law-related educational program in high school. Its specific training emphasis includes the principles of police work, an orientation to the culture of New York City's diverse ethnic and racial communities, and instruction in human relations techniques. In a number of courses, the high school instructors team-teach with police officers assigned as safety officers to the school, thereby reinforcing the relationship between the theoretical and practical. Faculty from John Jay College collaborate with the high school teachers and the public safety police officer in developing and updating the curriculum.

In addition to the educational and orientational components, the high school program requires that the students patrol their own neighborhoods. These students, who wear uniform blazers, patrol in groups during the daylight hours. They receive support and mentoring from John Jay College undergraduates. Both high school and college students receive a small stipend for participating in this unique offering.

The special value of school-to-work programs is their capacity to educate, orient, and socialize people for the world of work. In the instance of law enforcement careers, both the high school and collegiate offerings broaden an individual's capacity for police work, while promoting through practice a realistic attitude toward law enforcement. The John Jay College Police Cadet program has the added dimension of reinforcing professional attitudes among a cadre of the best educated police officer candidates in

the country. The added prospective benefit of developing more police personnel from among minority populations can only enhance the program's importance in future years. The professionalization of police work is an appropriate and effective matching of educational institutions and the needs of society.

SCHOOL-TO-WORK TRANSITION: THE HIDDEN AGENDA

R. C. Smith
Senior Associate
MDC, Inc.

Twenty-eight percent of all American youths who embark on a high school education each year drop out before they finish the ninth grade. Contrary to general opinion, the dropout problem is not being ameliorated as it was in the 1970s; it is getting worse again.

The dropouts each year from high school do not properly describe the problem. An additional number of high school graduates have no preparation for work, no goal of higher education, and no plans. If these youths are added to those who have dropped out, the percentage swells as high as 40 percent. This larger and more frightening figure is not going down; instead, it is increasing.

The problem of unprepared youth leaving high school does not seem to attract national attention in any significant way. The so-called "excellence in education" commissions that properly called attention to mediocrity in public schools focused mainly on achievers for whom more homework, higher standards for graduation, and similar stern measures might prove beneficial. But what of those youths who slip behind each year and cannot do academic work as it is presently constituted? If nothing is done for them, the gap between them and their more fortunate classmates will widen rather than narrow.

Who are these youths? A high proportion of them are disadvantaged minority students. It is easy to determine this fact from the national youth

unemployment figures: teenage unemployment was 17.8 percent in September, 1985, whereas Black teenage unemployment was 38.3 percent. Although, the absolute numbers of teenagers are decreasing in the 1980s, they will be rising again in the 1990s, and with a significant difference. Minorities will be between 25 and 30 percent of all youth; in other words, youth with a poor start for schooling will constitute a higher proportion of all youth.

MDC, a research and demonstration agent in the field of employment and training, recently completed a survey of various state "excellence in education" commissions. We had hoped to find that despite the emphasis at the national level on the academically privileged youth, the state commissions working closer to day-by-day problems were also more sensitive to the need to bring large numbers of youth into the mainstream of education while raising the sights of all students. The opposite proved to be the case. Of the 54 reports (some states had several) in our survey, only 15 had so much as one recommendation that might apply to these at-risk youths. Only two of these commissions saw any role for employment and training agencies in the process of assisting youth coming out of school, despite the considerable national attention paid over the past half-dozen years to school-to-work transition programs. These programs have enjoyed sufficient success nationally (the best known is probably "Jobs for America's Graduates") so that little doubt exists about their capacity to be useful. As one of the demonstration agencies in the country operating such programs, MDC was disappointed to learn that the state excellence in education commissions seemed unacquainted with them.

These programs typically offer an in-school curriculum composed of world-of-work training and group motivation; a close-in connection with the

private sector, usually in the form of a working council composed of businessmen; an effort at peer-binding which is designed to raise the self-images of these youths who have failed often by the school's standards; and a direct job development mechanism whereby the individual teacher who has worked with the student assists him or her in finding a job. They also typically have a job as their goal: first, the student gets a diploma honestly, without social promotion, and then he or she gets a position. In most instances, these jobs are entry-level and, while they do not promise a great deal of upward mobility, they are paying above minimum wages. Additionally, between 10 and 15 percent of the youths recruited into school-to-work programs from the classroom go on to further education when they had not originally planned to do so. The motivational component of the program is seen as being responsible for this turn around in expectations.

Although school-to-work programs profess to have only jobs as their goal (and the senior class, for the most part, as their target), they have an unexpected benefit. These programs, once they are accepted by the high school as their own, have the potential of focusing the attention of educators on the at-risk youth who are in their schools at all levels.

In reviewing school-to-work programs, we have not found one that did not recognize the fact that the youths whom they enrolled were far behind academically. Many read and compute mathematically at a sixth grade level or below. The future of such young people is severely limited if they do not receive remediation. Many will not be able to improve in their jobs as they grow older because the barrier of functional illiteracy is too great for them to overcome.

Many school systems have come to realize this reality by mounting

school-to-work programs. The Boston Compact, for example, which calls for an agreement between the schools and employers, resulted in the city's schools testing youths in elementary school and discovering that many already had slipped far behind academically. Once behind in the lock-step system of education, a student can only fail and fall behind further if he or she does not get special attention.

The implication of educational failure contrasts sharply with any success school-to-work programs have in placing high school seniors in jobs. The workforce in the United States is undergoing dramatic changes and these changes will continue into the last decade of this century. Between 1982-1995, the workforce is expected to grow 25.2 percent, from 101.5 million to 127.1 million in the United States. The unskilled and uneducated labor force, however, anticipates a much slower growth, only 14.1 percent, from 7.1 million to 8.1 million.

Those youths who have failed to get their high school accreditation, or who have an accreditation that is worthless because it does not provide them with literacy, face increasingly difficult straits with respect to employment. We promote the development of an underclass of unskilled workers in this nation if we are unable to reverse this situation. One hardly need underscore the danger of an ever-growing class of unemployed youths and adults to a democratic society, not to mention the drain on human and economic resources.

We have the ability to meet this problem head-on and solve it. The issue is not one of technique but of will. Demonstration programs exist in a number of schools in the United States and in many more out-of-school settings which point the way for an educational system that could serve all American youth

and contribute significantly to the excellence movement at the same time.

What is fascinating about these programs is that they are not, strictly speaking, new at all. They have been in existence, tested, and approved for their value for over 25 years. They are essentially nothing more than individualized, self-paced, sequenced, and structured learning systems. They start any student at a point at which he or she can succeed and, by putting the pace of progress squarely in the hands of the student, allow him or her to proceed at an approved rate of success. It is not possible to fail in such systems but only to succeed a little more slowly than someone else.

What is new about these systems is their computerization. They are now available in a number of different variations for the computer. Systems like the Comprehensive Competencies Program (CCP), developed by Robert Taggart, an education and training specialist formerly with the United States Department of Labor, are available with or without computers. But the computer gives the program much of its appeal to the young people who use the system and also provides them with a new literacy, computer literacy, while they are learning the older ones of reading and computing.

Results have been very heartening wherever these learning systems are used in controlled settings allowing the students to work at the computer for a period of time, with workbooks in other periods of time, and with a teacher at still other times. In New Bedford and on Cape Cod, Massachusetts, the CCP system has been used in an out-of-school setting to remediate dropouts and other youths and adults. Recently it has been put into several schools in the area, also with good success. The biggest obstacle so far has not been with the system but with fears expressed by teachers that the system

could be used to replace them.

Nowhere have we found anyone who would argue that these computerized systems could or should replace teachers. The experience with them has been to the contrary. They work best, perhaps they work only, in settings where work on the computer is used part-time and where a teacher is equally utilized. The fact is that these systems can aid teachers in teaching.

It is obvious that working a computerized-learning center into a school setting involves change, and we know that change may be resisted. But it is also possible to see how such a center, located in the school library or elsewhere, could be used effectively to bring the slower students along at a pace that assists them to the point where they are comfortable in the regular classroom. At the same time, students who are advanced can use the computerized systems to advance even further.

It is the real, academic integration of our at-risk youth in America's schools that is the hidden agenda of the school-to-work programs. Ironically, few of these transitional programs have fused their efforts with computerized remediation systems. That is the next step. How quickly it is taken will depend to a considerable degree on how soon public understanding and acceptance of the new systems occur.

The speed of this transformation may have something important to say about who is working at what jobs in the America of the first decade of the twenty-first century. If we enjoy success in integrating these new teaching systems into our schools, we may produce youths for the jobs that will be available, rather than for jobs that no longer exist.

SCHOOL TO WORK: LESSONS LEARNED IN BALTIMORE

Marion W. Pines
Commissioner, Baltimore
Neighborhood Progress Administration

School-to-work transition is a problem of major proportions in the United States at this time, particularly in efforts to prepare disadvantaged youth for a productive life in the work world. More than 40 years of programming has yielded a wealth of research findings and field experience. It seems, however, that we have been glossing over the major social issues like teenage pregnancy, drug and alcohol abuse, family instability, functional illiteracy, chronic and inter-generational unemployment. There are many institutions and programs to address these problems, but each one jealously guards its budgets and staff.

Effective models have emerged when strong leadership encourages diverse resources. These models have a better chance of survival when the educational systems realize that preparing youth for economic independence falls within their educational purview, responsibility, and challenge. This paper will convey information about Baltimore's experiences that may be helpful to educators and leaders in other communities.

When Baltimore became the urban recruitment site for the Job Corps in 1964, it became clear to us that teenagers signing up for an unknown residential program not only must recognize their need for more education, but also their need for an alternative setting. The Job Corps was and is addressing educational problems in a unique fashion and is also linking education to the work world to increase its relevance for a somewhat cynical

audience.

Since 1964, Baltimore has designed and implemented countless new initiatives all aimed at combatting and removing the sometimes overwhelming problems for disadvantaged urban youth. A variety of federal and local programs has taught us many important lessons which we have used to build on in each successive youth program.

We know we are dealing with adolescents who, in addition to facing the traumas usually associated with teenagers, are also dealing with many adult problems as well: pregnancy, parenthood, drug abuse, homelessness, and nutritional and medical problems. Few have "tasted success" and most have not had the benefit of good role models and strong family support. Unfortunately, the manpower system is not able to intervene with these youngsters in their more formative years. Instead, we meet them as young adults with low self-esteem and few, if any, work skills. The programs and services we make available for these youths cannot comprehensively address all of their problems.

Although our experience with Job Corps signaled the importance of alternative education, our chief orientation as manpower professionals was skill training, work experience, and job placement. But it did not take long to discover that the youth coming to us for jobs would not make it through the employers' doors. In fact, most could not even qualify for skill training programs. Even public sector worksites were not overwhelmed with joy when offered "free youth" with no effective work habits or the ability to read safety signs. Therefore, we quickly began to refocus on a program mix of remediation, structured and supervised work experience, and a variety of

incentives to improve the situation.

The majority of our teenage clients do not have high school diplomas; as a result, most of our limited resources continues to be budgeted to ease the visible, immediate problems of poor basic skills in reading, math, and communications. Even among those youth who do have educational credentials, many still have not mastered critical basic skills, much less prepared themselves realistically for the demands of work.

In response, the Baltimore manpower system has offered large scale alternative education programs as a primary youth employment strategy. This strategy addresses two problems. First, many teenagers are unable or unwilling to decide on actual occupational paths to pursue: it is simply too early for a teenager to choose a trade or skill. Second, as stated above, the vast majority of our teenage clients cannot read and compute well enough to qualify for entry-level jobs or even our skill training programs. Remediation coupled with structured work experience is the only hope for many youngsters getting ready to begin their work lives.

This strategy has been and continues to be the major employment and training program model for disadvantaged teenagers in Baltimore. For more than 12 years, the public schools and the manpower system have successfully operated an alternating two-week work/study design at an alternative school for dropouts, the Harbor City Learning Center. Under the CETA program, with its higher funding level, we were able to offer a variety of education models to students at all functional levels. Today, however, we do not have adequate funds to do so. We have been forced by both budget cuts and the Job Training Partnership Act's (JTPA) statutory performance pressures to limit admission, even to our remedial programs, to students at or above the fourth

grade reading and math levels. For those accepted, the results are dramatic; yet, the sad truth is that between 25 percent and 30 percent of all applicants for important remedial services must be rejected.

The federal employment and training programs over the past several decades has fostered a great deal of creativity among the professionals who have remained. Many strategies have been developed for dealing with the needs of disadvantaged teenagers. Baltimore has been fortunate in that it has participated in and sponsored several initiatives, some locally developed, others federally supported. During that time, Baltimore is also fortunate in having retained an outstanding professional staff, who has earned great credibility with the private sector and other public institutions. There is a lesson to be learned in the importance of training and retaining fine staff who have an institutional background.

Baltimore City was the largest of 17 sites around the country which operated a demonstration program under the Youth Incentive Entitlement Pilot Project in the late 1970s. The project, which created almost 20,000 job opportunities for inner-city teenagers over a two and a half year period, taught us much about teenagers and about program design as well. We included school dropouts as part of the target group and decided to use the Entitlement Project in an attempt to lure them back into the classroom. Youths were issued a challenge: if a teenager agreed to either stay in school or return to school, he or she would be guaranteed a job. Incentives, therefore, were used to accomplish "behavioral changes." One important lesson learned was that in dealing with dropouts, the educational environment to which the participants were being assigned must be different from the traditional classroom which he or she had already left.

The remedial education programs being supported under the JTPA are built on what we learned in the Entitlement Program. One of the most effective tools we have used for remedial education is computer assisted instruction. When we began using computer assisted instruction, we found that our clients spent most of their time on the computers and very little with the instructional staff. Clearly, more structure was needed, so gradually we began increasing the amount of instructional time and decreasing the amount of computer time. The performance results have taught us that the optimal amount of time on the computer for youngsters rarely exceeds 25 percent.

The link to work is as important as remediation. We have learned that youngsters need equal exposure to the work world to reinforce the relevance of the education experience. But the quality of the work experience setting is critical to its success in the program design. After experimenting with hundreds of work stations, our most successful model is a highly visible work setting that is preferably community-based and long lasting, to which the young workers can always point with pride.

Two examples might clarify our work experience designs. When an oil fire destroyed ten houses in a northwest Baltimore residential area one and a half years ago, neighborhood youth were recruited and professionally trained in housing rehabilitation with JTPA funds. They were put to work under professional supervision rebuilding the homes with wages paid using Community Development Block Grant (CDBG) funds. Attendance on the job never fell below 90 percent, and the constant

support and encouragement given the workers by surrounding neighbors was a continual source of ego building and pride which are usually missing in many urban poor youth. A second example stems from when a public housing project received modernization funds from HUD. Instead of contracting out the job, we proposed using the young residents of the project as the workers, under a similar training model to the first example. This time the wages were covered by HUD Comprehensive Improvement Assistance Program (modernization) funds. The rewards in pride, self-esteem, and creation of role models for the entire community are astonishing, not to mention the skill-building for the trainees.

We have learned that young people want to work and will work hard when given a meaningful opportunity to do so. But the key is that the youths themselves must perceive the opportunity as meaningful. In fact, making opportunities available for training, education, or an actual job, that are not constructive does more harm than good. As a teenager prepares for the world of work, he or she must fully understand the demands and expectations of the workplace. This is why it is so important to continually strengthen our employment and training programs by offering work experience that is meaningful to the community; by skill training in areas with direct and visible links to job opportunities; by tying training and job opportunities to the clients' willingness to perform in the classroom; and by imposing strict controls on acceptance, attendance, and performance.

The real world imposes standards and teenagers respect standards.

Retention has always been a problem when working with disadvantaged teenagers. We have learned that students with lower functional scores (e.g., below 7th grade levels) tend to have the greatest difficulty staying in our remediation programs. These participants, in general, are simultaneously facing many external problems that, for instance, may be related to family and health. Yet even among teenagers with higher functioning abilities, retaining them remains a challenge. As a result, we began another move to improve our remediation programs by developing a Big Brother support system. We hope to draw on members of churches and civic and neighborhood associations to take a special interest in the participants and guide them through the programs.

Our most recent endeavor is yet another application of an Entitlement lesson. We need to reinforce continually the use of incentives to strengthen the perceived links between education and employment. We have taken what we believe is a bold but needed step toward this goal by fine tuning the summer jobs program. Many people are familiar with Baltimore's great success in raising funds from the private sector and citizens at large to create jobs for needy youth. Under our "Blue Chip-In" Program, we annually create over 4,000 privately funded summer job opportunities in addition to approximately 5,000 federally funded jobs. Because it was difficult to get private employers to hire and pay youth without references, skills, or prior work experience, we asked employers what proxies would satisfy their concerns. They indicated they wanted dependable, motivated workers. So we jointly decided that good attendance would be a proxy for

dependability, and good grades a proxy for motivation. Accordingly, teenagers are told in the fall, by letter from the Mayor, that a job is waiting for them if they attend school regularly and perform satisfactorily.

We have gone to the schools with our message: next summer we will have at least 9,000 job opportunities for needy teenagers who are willing to prove their commitment. Every summer job will be tied to both attendance and performance in school. The students are being told that they must earn an opportunity to work next summer. Equally important, principals and teachers are being asked to support that concept by reinforcing it in the classroom on a daily basis.

Education, whether traditional, remedial, or alternative, is preparation for the world of work. A job opportunity which we can make available is nothing more than an extension of a youth's education. With an understanding of both the needs of the disadvantaged teenage population and the requirements and demands of the work place, we are continually developing programs to institutionalize the school and work connection.

Success in this field requires active and enlightened political leadership and support, high level and dedicated private sector participation, serious and creative staff with expert negotiating skills, innovative funding mechanisms, and a strong instinct for survival. Baltimore has been blessed with all of these.

SCHOOL-TO-WORK PROGRAMS: RESPONSE AND NON-RESPONSE

Frank J. Slobig
Director
Roosevelt Centennial Youth Project

What happens to young people as they move through adolescence and schooling into adulthood and other pursuits? The majority of young people, particularly those who are white and not poor, make the transition from secondary school into productive adulthood reasonably well and with predictable success. Most of them do so with post-secondary education and always with concurrent or intermittent work experience. For them, the transition beyond secondary school is made with a range of options. It is also facilitated by formal and informal support networks of family and friends, relationships with working peers and adults, and generally without the pressure of having to be concerned about basic economic necessities.

On the other hand, for economically disadvantaged youth, particularly Blacks and Hispanics, the transition is far more tenuous and treacherous. Their problems are complex, and the economic context that confronts them is complicated. The lack of realistic labor market opportunities, coupled frequently with the profound educational deficits that so many disadvantaged youngsters experience, may even make discussion of school-to-work transition a moot point in the short run.

Notwithstanding the predictions of labor shortages that we have heard about for years, and which presently occur with an increasingly foreboding and ominous ring, there is little evidence that the market place has begun to absorb appreciable numbers of poor, ill prepared, semi-literate young Blacks and Hispanics. Moreover, the major

trends and present policies may, in fact, conspire to make the situation appreciably worse. Here I refer primarily to the excellence movement in secondary education, the emphasis on job placement to the exclusion of competency attainment in employment and training systems, and the mixed blessing of private sector involvement.

Many educational analysts are deeply concerned that equality and a sense of accountability for the most deprived will be lost in the rising tide of rhetoric about the mediocrity of present school programs. Scant evidence exists that the spate of state and substate excellence commissions have come to grips with the knotty problem of how to deal effectively with the basic skills deficits of a dropout prone population, let alone with the nearly 5 million 16-24 year olds who are out of school and who do not have that critically important credential, a high school diploma. The priorities of educational reform have centered on trying to assure that those who complete the high school voyage will, in fact, have mastered the competencies that high school completion presumes. There is an implicit acceptance of the notion that once again a rising tide will carry all boats.

An unfortunate by-product of stiffer requirements, however, may well be an insidious increase in the dropouts who lack the basic competencies that are increasingly recognized as the minimum necessary to make the transition from student/adolescence to informed citizen/productive adulthood. To avoid this we must balance the more rigorous demands of excellence with individualized, more comprehensive, interventions for those who need remedial instruction and supportive services the most. To fail to do so in a massive and systematic way can only result in greater inequities and an accentuation of the frightfully widening gap between the haves and the have nots.

The drop in the overall poverty rate masks the fact that poverty among high school students has risen dramatically in recent years. Between 1981 and 1984, the number of high school students living in poverty increased from 1.16 million to 1.46 million, a rise of 300,000 or 26 percent. Additional evidence of how wide that gap has become even among youth in school was graphically described in a recent analysis of the employment patterns of poor teenagers in America prepared for the Ford Foundation by the Center for Labor Market Studies at Northeastern University. The report points out that the percentage of poor, Black, high school students who were employed fell from 7.9 percent in 1981 to 3.8 percent in 1984; their poor white counterparts in 1984 were six times more likely to be working, and middle class youth were nearly ten times more likely to be working. It is clear that the probability of working at anytime during one's high school years is strongly related to the income status of the family. Those young people from low income families most in need of early exposure to the world of work are least likely to receive it.

These profound opportunity deficits in all likelihood affect the perception that poor youngsters have about whether it makes sense to stay in school or not. For many the apparent futility and hopelessness of the situation defines the context and provides the rationale for why more than 700,000 secondary students continue to drop out of school each year, adding to the millions who preceded them who lack the basic skills to compete successfully in the world of work. Thus, our transition from school-to-uncertainty continues apace with a new crop of candidates made available to the employment and training system.

That brings me to some observations about what is and is not happening

in the Job Training Partnership Act (JTPA) system. Unlike the public school system which has a mandate to provide free, universal education through high school, the "second chance" system that JTPA ought to represent can serve only a fraction of those eligible for its services, despite restrictive income targeting requirements. The United States annually spends approximately \$100 billion on K-12 public education with highly questionable results for a significant minority, the admitted, official 27 percent who drop out prior to completing twelfth grade and the less firm but alarmingly high percentage who do not possess the requisite skills that a high school diploma ought to represent. One might logically expect to see those who have failed in or been failed by the school system heavily represented in the programs of the publicly supported employment and training system. This occurs only to a limited degree, in part due to the comparatively small allocation of resources, but also because of the varied program emphases in JTPA.

In contrast to the level of public education resources, JTPA has \$1.8 billion in training funds. By law, 40 percent of those resources must be spent on young people. In addition, \$624 million funds the Job Corps, a primarily residential comprehensive training program for the most disadvantaged youth, and another \$824 million funds short term summer work and training experiences for 14-21 year olds. It is widely agreed that the total resources available under JTPA are sufficient to serve only about 4 percent of the eligible population.

Moreover, the transition from the old Comprehensive Employment and Training Act (CETA) system to JTPA has been accompanied by distinct and significant shifts in political and program philosophy. Gone, at least for the present, are the days of a federal presence that

provided guidance, direction, technical assistance, and evaluative feedback to a system that was concerned primarily with the human resource development needs of its eligible participants. Instead, we now have a much more decentralized system, both in terms of decision making and program design, that is driven by narrowly defined performance standards that put a premium on private sector placements. Frequently, the net effect is that JTPA funded school-to-work transition programs tend to be inexpensive, short term, pre-employment skills training whose principal objective is to facilitate a quick job match at the lowest cost with only marginal consideration for either the quality of the training or of the placement. There is little research evidence that such approaches make any difference in the long run. There is, however, considerable evidence that the pressure for quick, low cost placements pushes program operators to select from among eligibles those who can be served with the least difficulty rather than those who most need the services and who could therefore reap the greatest benefits.

This quick fix approach may be good public relations in conveying the image of impressive placement results at relatively low cost, but it does little or nothing to increase the long term employability and development of self-sufficiency potential of at-risk youth. School-to-work transition services, to be truly effective and lasting, must be part of a long term, multi-year comprehensive strategy for dealing with the basic skills deficits and developmental needs of at-risk youth.

The JTPA system to date, despite its positive public relations image of allegedly exceeding its goals on almost every measure, has not done an adequate job of serving youth. An independent evaluation of JTPA

implementation, conducted by Grinker-Walker and Associates and MDC, Inc., labeled youth activities as the "Achilles heel" of JTPA. On the basis of on-site interviews in 25 Service Delivery Areas (SDA) in 15 states, supplemented by structured telephone interviews of 30 additional SDAs, as well as phone interviews of all 50 states, the assessment revealed the following:

- ° Eighty percent of the SDAs surveyed are not meeting the legal requirement to spend 40 percent of their funds on youth.
- ° Fifty percent spent less than 60 percent of their youth funds.
- ° Only one-third spent 90 percent of their youth money.
- ° Seventy-five percent are not meeting their goals to equitably serve dropout youth.
- ° Only 10 percent have set up specific programs targeting young people.
- ° Less than one-third said targeting those most in need is a relevant issue.
- ° Less than 6 percent of resources available for youth has been spent on remedial education activities.
- ° Very few sites are running the exemplary youth programs recommended in the law.
- ° Despite the need to reach more youth, 48 percent of sites did not use the public schools as contractors for training and service for young people.
- ° Planned duration of programs was 20-22 weeks, but actual duration has averaged 12 weeks. Actual duration for remedial education programs has averaged only 15 weeks.

Since that report was issued, there has been some improvement in the overall picture. There has been a growing consensus among the major public interest groups working with JTPA that basic skills remediation should be a fundamental component of any employability development activity, including the summer work experience program, in order to prepare our nation's youth for the increased skill demands of entry-level jobs. Notwithstanding

the protestations of the Department of Labor in the face of accusations of wholesale "creaming" in JTPA, local and state administrators have acknowledged a concern about not serving a more disadvantaged and educationally at-risk population. They have asked for clearer messages from Washington, relief from restrictive interpretations of what can and should be acknowledged and regarded as positive accomplishments, and incentives to serve a more at-risk clientele.

Such a change in direction has obvious implications regarding leadership, goals, resource allocation, interagency coordination, model development, sequencing of services, and year round or multi-year programming. Secretary Bennett and Secretary Brock should become far more visible, forceful, and articulate as partners in advancing a commonly supported strategy to foster a more coordinated human resource development policy. Each has spoken about the need to attack illiteracy and the importance of acquiring basic skills. But the rhetoric must be reduced to practical, intelligent programs.

In the context of the discussions about educational excellence and in the implementations of JTPA, we have heard a great deal about public/private partnerships. The education system, as well as the employment and training system, has made notable progress in involving the private sector. It is clearly an important partner in helping to develop a greater degree of self-sufficiency among young people. But if we are to attack the interrelated barriers against self-sufficiency effectively, we need to emphasize public/public partnerships much more than we have in recent years. This is an area where committed, visible, and sustained leadership at the federal level along with the encouragement of and support to state and local counterparts, can enhance the human resource development system. Interagency coordination is

not easy, and effective agreements can take time to develop. But in an era when budgets drive policy, and deficits constrain our ability to serve larger numbers, every avenue of public coordination should be explored. Examples do exist at the state and local levels, and these should be given national visibility, endorsed by policy makers, and held up as replicable by others.

There are specific ways in which the Secretaries of Education and Labor can demonstrate leadership and share commitment in promoting a more comprehensive human resource development policy. For example, together they could begin to change the nature of the summer youth employment program from what is still primarily a short term, work experience program to a mixed work/service program with a required educational component. Within existing Education and Labor statutes a more enriched, developmental, and effective summer program could be linked with year round basic educational services, both within and outside the school system. Building on a sound body of research, a long range, multi-year, year round program approach could be implemented which would make it possible to serve young people, not just sporadically in brief and inadequate training programs, but carefully and systematically over a number of years, beginning at age 14 with JTPA summer resources or even earlier with compensatory and remedial education resources. Some of this is going on now in a small way through foundation support in the Ford Foundation Summer Training and Employment Program demonstration or under state leadership, as in South Carolina where a long term commitment has been made to use a combination of federal and state resources to establish competency based learning laboratories in every high school tied in with the summer program. The Secretaries need to highlight, endorse, and promote

developments such as these. Leadership and signals from Washington are critical.

Secretary of Labor Brock should publicly and emphatically acknowledge that the attainment of basic educational competencies is a sine qua non in our society and a legitimate, necessary, and rewardable accomplishment that the employment and training system must strive to achieve. The implementation of specific performance standards to effect that policy ought to be accomplished without further delay. If Bennett and Brock truly want to eradicate illiteracy, they should meet the challenge of linking up with their cabinet level counterparts and the private sector to assemble the resources to attack this basic problem. The goal would be to put in place community learning centers all across the country in existing job training centers, schools, public housing projects, social service agencies, churches, boys and girls clubs, Ys, neighborhood organizations, juvenile facilities, shopping centers, military installations and industries and businesses: in short, anywhere people congregate and could benefit from basic remediation. School-to-work transition then would take on greater significance as part of a vision, a new direction, and a pragmatic long term commitment to addressing the basic skills deficit. The absence of such a broad agenda will surely result in continued inequities, further distortions in the opportunity structures in our society, and deeper divisions between those served and those left behind.

CLOSING REMARKS

Edward J. Meade, Jr.
Chief Program Officer
The Ford Foundation

To give readers a sense of the pace of activities in the "school-to-work" area, what follows is an edited version of a talk I gave on the topic of "Business-Industry-Education Partnership" at the Business-Industry-Education Conference sponsored by the Northeast Regional Exchange, Inc., June 10, 1982.

Now, three years later and as the Proceedings of the University/Urban Schools National Task Force conference document, there is a good deal of activity in this area. Indeed, much of it is more carefully planned and more substantive than I would have suspected three years ago. Still, the skepticism I voiced in 1982 remains, at least in part. To wit, will these useful and increasing productive partnerships be sustained? Will they become a genuine feature of education rather than an "add-on" loosely grafted to the mainstream? Will they prove successful for those "at-risk" students, especially the disadvantaged and minorities, who so desperately need assistance? Will they be instruments that truly contribute to a more productive, understanding, humane, and collaborative society?

What Business and Industry Expect

At the very least, business and industry expect that schools will produce people who have the capacity to be knowledgeable consumers of goods and services. Business and industry also expect schools to produce capable employees on the one hand, and on the other hand to produce

entrepreneurs, people who can create work and jobs. Further, business and industry expect schools to educate citizens who will contribute to stable economic and political conditions while recognizing society's need to change and evolve responsibly. More generally, business expects our schools to produce good citizens who are responsible, informed, active in civic affairs, and capable of contributing to the overall welfare of our society.

What Schools Expect

Schools expect business and industry to be positively supportive of the idea that the public education system can only be sustained through taxation. Put another way, business and industry need to support the concept that public schools receive a responsible and adequate share of the public dollar. Schools also expect that they can get information from business and industry about the reality of work and jobs. Finally, schools expect business and industry to give them assistance in areas in which business and industry have particular strengths and expertise, for example, in the area of vocational training for specific jobs and management skills.

Prospects for Collaboration

I think the climate for collaboration between business, industry, and education is better today than it has been for the past few years. Increasingly, I have heard from sources outside education that schools are not to blame for all ills. Instead, there is concern that perhaps we have required the schools to do too much. Such concern will lead to a healthy re-examination of the role of schools and the contributions to education that can be made by other parts of a society.

I certainly believe that in education management and labor have evolved to a point where they have a better understanding of the relationships they

must maintain. The conditions for productive collaboration between them have improved over the years, and they appear to be more willing to work together.

I also believe that leadership in schools is less defensive. It is more open and secure in the knowledge that our system of public schools is not perfect. Also, educators are more willing to reach out to receive help and assistance from a variety of sources. In short, school leaders are more cooperative than most people realize.

Business and industry are now more knowledgeable about schools. Schools are no longer seen as something akin to a factory. Enlightened corporate and labor leaders today know that that is not what schools are like. Rather, they see them as distinctly different, given the responsibilities and missions schools have.

Patterns of Partnership

Let me describe what I see as some old and new patterns in partnership. Many of the partnerships I will discuss are successes. Some are failures. Most are both for it is difficult to describe the special innovation that works well for all partnerships. Still, most of them have elements that can be useful in a variety of situations.

Transitional patterns of partnership that people never think about as school-business collaboration, have long been part of the history of American public education. One of the ways business and industry have collaborated with schools is by participating on school boards. It used to be to the good of a corporation's self-interest to see that one of its executives stood for election or appointment to the local school board. You do not see as much of that as before. For example, I know a city that is dominated by two large

businesses. These two corporations rise or fall on the capacity of local people to do the work in their plants and offices. During the last ten years, there has not been any concentrated effort in either of these corporations to encourage any one of their leaders to stand for the school board. I believe it would be in the self-interest of such corporations that depend heavily on local people for their economic well-being to help shape and support their public schools.

Another traditional way for business and industry to collaborate with schools is the citizen committee or commission. Those of you who have been, or are now, superintendents of schools remember the need for blue ribbon commissions. In the old days, that always meant, "We know what we want to do--pass the bond issue, build a new building, whatever. What we need is your support." There is now emerging a different kind of commission. It sometimes comes out of crisis, as in the case of Chicago where the school system was faced with bankruptcy. An organization called Chicago United, comprised of executives from Chicago's business and industry, studied the school system and made many solid recommendations to improve its overall management. This is an example of getting expertise from business and industry and applying it to the management of a large school system.

Another instance of collaboration is what I call local education funds. In Pittsburgh, the Allegheny Conference for Community Development established a fund providing modest grants of approximately \$300-\$400 to school teachers. These grants are awarded on the basis of individual teacher proposals which subsequently are reviewed and recommended by other teachers and citizens. The aim is simple: to give individual teachers small grants to try out ideas for improving their work and their schools. There are similar ventures

all over the country. Many of them have been assisted by the Public Education Fund, a national organization to help build community based local education funds like that in Pittsburgh.

Still another endeavor is in Memphis, where firms such as Holiday Inns, Federal Express, and Shering-Plough Chemical have taken the initiative in collaboration with the school system to improve various aspects of the Memphis public schools, particularly their ability to hold and to bring back students who had left. On behalf of the public schools, they have mounted a campaign to give more information to citizens of Memphis about the schools, their programs, initiatives, and improvements. This undertaking also has helped to improve old schools and cooperatively build new programs. As a result, Memphis public school enrollments are climbing.

The Council of the Great City Schools has created a program for member school systems to enable teams of management consultants to conduct management studies on various non-instructional activities. These teams deal with subjects like food service, maintenance, accounting, and services that are typical of any big city school system or big industry. Through such a project, the Council helps to bring management experience and expertise in areas common to both large public businesses and the urban schools system.

Programs for Students

Let me now turn to some direct student help. Many of these are not widely recognized although they have been going on for a long time.

Junior Achievement is a familiar program. I do not know much about its overall record, but it has been very productive in some areas. Cooperative education is another. Recently, the National Child Labor Committee studied

why some cooperative education projects at the high school level have endured.

There are, of course, more recent examples of direct student help. Jobs for America's Graduates, a program that started in Delaware, focuses on improving guidance and counseling activities for high school students not going on to college or job training and who often pass through school unnoticed because they are not a disciplinary problem. If it does nothing else, this program offers these students some guidance and help regarding jobs and careers.

Frequently students get informal help from business and industry. Many of these students use their own initiative to get work while attending school. Recently I visited some high schools in Detroit where about 60 percent of the students had nearly full-time jobs while attending high school full time. Some of it was organized work, in the sense of going to a job. Some of it was entrepreneurial, selling papers on street corners. The students were working and neither businesses nor the schools did anything to arrange it.

Many students across the country are also working as volunteers in hospitals, museums, day care centers, and other such places. They are learning to work. Indeed, they are working, and neither those agencies nor the schools have formally agreed to join together to foster these work experiences.

In short, there are numerous ways in which students are being introduced to the world of work. Many of them have been going on for a long time, and often, much of it has been going on without our knowledge, guidance, or help.

Adopt-A-School

I have seen Adopt-A-School mean nothing more than representatives from

local business and industry talk once a year to students about jobs; what it is like to work in an insurance company, a machine shop, or on the police force. Sometimes it takes the form of XYZ Corporation adopting the East Overshoe High School, simply organizing a career day or bringing students over for a quick trip through the plant. But, I have also seen real adoption: rich collaboration and engagement between school staff and business persons within the context of the school. During the last ten years, a program that started in New York City, the Executive High School Internships of America, has been placing young people with executives in a number of businesses and industries to help students begin to understand what it is like to be a manager. Such an internship program, and there are others, is far better than students just filling a job because it combines education with work.

Some industries are working with specific schools from a position of more enlightened self-interest. They offer internships as a means of identifying future managerial talent. Still other industries are working with specific high schools to arrange research opportunities for students. This is not research in the highly refined sense, but it does give students some exposure to industries engaged in technology or biomedical matters. Such arrangements encourage these students to go on for more education and, perhaps, at the end of their studies, to come back to work for the corporation.

Businesses and industries are also giving things to schools. Often, it is in the best interest of each for equipment to be donated to schools. If a corporation is heavily technological and plans to hire graduates from a school that does not have that technology, then it makes sense to acquaint students with that technology. Equipment does not come by itself. I have

spent some time in schools where high tech corporations that have donated equipment have also assigned people to train the students.

There is another form of business and industry cooperation: assigning executives to work in the schools. For those assigned executives, it is a renewal, a reinvigoration. In New York City, the Economic Development Council has sent executives into the high schools to work on management problems. From the executive point of view, it is a good assignment because they can bring their skills to a business. From the school's point of view, these businessmen are being educated about the complex business of running a large school system.

There are many similar pro bono activities underway in various corporations. Indeed, there are a few businesses where if you want to be an executive, you must give something to public service, and schools are a good place to do it.

Some Outcomes

One of the more positive signs resulting from school-business alliances is that business and industry are increasingly realizing that good public schools are essential to the vitality of society and certainly to the well-being of business and industry. I am talking about good schools that are doing their job and have positive outcomes with students. If a product of a high school is a literate person, he or she can take advantage of business and industry training programs and is more likely to be employable. I cannot document this, but I was told there is some evidence that suggests more literate graduates become employees who have a lower turnover rate. Perhaps they are more secure about what they know or maybe perform better than other employees. Whatever the reason, they leave less frequently, and those of

you in business and industry know the costs of high turnover.

These allowances also create a broader vision. Business and industry can better understand the roles they can play to improve public school education. Many of these schools now produce students who are more employable, more trainable, more able to go on to higher education than graduates from other schools.

Cautions

It is typical of any project, including educational projects, to dominate and to distort the overall context in which it is taking place. For example, some business-school collaborations are aimed at making students more employable. That is all to the good, but some of them are too narrowly focused on specific job skills and turn out people without regard to general overall literacy. They only train people for specific jobs and not for work generally. There seems to be a short-sightedness regarding social harmony or cooperative behavior. In the zeal to train students in job skills, project directors forget that these students must learn to live together in a harmonious society. Further, I do not see much attention being paid in these projects to thinking and analytic skills. While schools and businesses are collaborating to train students to be employable, they should not overlook ability to reason. I do not see much attention being paid to what I said earlier about the unique function of public schools: preparing people to be informed, participating citizens in this society. Finally, all of these relationships, whether successful or not, do not reach what some describe as "at-risk" students.

I presume that a purpose of alliances between businesses and education is to produce persons better able to work. At least it should be. I say

"work" rather than "to get a job" because we must produce people in our schools who become both employees and entrepreneurs. It is important to have a work focus rather than a job focus in these relationships. If we do that, we will turn out better employees; they will not only be better prepared to work, but also more secure employees who will have something they can do regardless of the availability of specific jobs. In the long run, it is more effective to have a school system whose graduates are literate, who have initiative, and who can think, than it is to graduate students trained for a specific job.

Moreover, if we graduate students who are indeed employable, literate, and active in the community, we will have more intelligent consumers. Regardless of the form and substance of these various school-business relationships, I would hope for another, very important outcome: a rebirth of collaborative leadership among civic, corporate, labor, and educational segments to make public schools better and more important in terms of national priorities.